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ABSTRACT

Goals and objectives of a special commission on Educational Outreach and Services, in January 1975, were to assess Florida citizens' needs for educational outreach, to inventory existing outreach efforts, to determine outreach roles of various post-secondary institutions, to suggest improvements for the delivery of outreach, and to develop a plan for continued reassessment. Volume 1 of their report describes the problem and the charge received by the Commission. In addition, the report deals with: (1) the broad dimensions of educational outreach--its activities, scope, executors and guiding principles; (2) a demographic profile of the State of Florida and the status of educational outreach in the state; (3) reducing such barriers as cost; (4) the Commission's data collection efforts, including surveys, interviews with organizational leaders, and an extensive review of the literature on educational outreach; (5) recommendations for improving access by establishing commitment and direction, enhancing instructional responsiveness, and developing new structures and systems. (Author/AP)

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ACCESS TO KNOWLEDGE

Volume 1

Preliminary Report of the Florida
Commission on Educational Outreach
and Service

Tallahassee, Florida

July 21, 1976

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STATE UNIVERSITY SYSTEM OF FLORIDA
107 W. Gaines Street, Tallahassee, Florida 32304

August 3, 1976

Dr. E. T. York
Chancellor
State University System of Florida
Tallahassee, Florida 32304

Dr. Lee G. Henderson
Director
Division of Community Colleges
Tallahassee, Florida 32304

Dear Chancellor York and Dr. Henderson:

It gives me great pleasure to transmit to you herewith the Commission on Educational Outreach and Service's report "Access to Knowledge." The presentation of this report to you is the culmination of eighteen months of dedicated effort by many people. Its form and content are the result of the deliberations of the outstanding citizens who cheerfully gave of their time and talents as members of the Commission. Its production represents long hours and much hard work by enthusiastic and competent staff members. I feel that the combined expertise of the members of the Commission and its staff are amply reflected in the product.

While the Commission was concerned with adult education needs in Florida in the most comprehensive sense, it obviously could not cover in detail all of the many facets and ramifications of this broad and complex field. Among those areas upon which more emphasis should be given in future studies are adult vocational and technical education.

I should like to express my sincere appreciation to you for having given me the opportunity and privilege of serving as Chairman of the Commission, and my boundless thanks are extended to all of those who made my chairmanship a very pleasant and rewarding experience by their excellent cooperation and support.

Respectfully yours,

H. B. Crosby

Harold Bryan Crosby
Chairman
Commission on Educational Outreach
and Service

HBC/ag

Enclosure

ACKNOWLEDGMENTS

The conception, development and production of the report of the Commission on Educational Outreach and Service, "Access to Knowledge," involved the active participation and support of many individuals.

State University System Chancellor E. T. York and Dr. Lee G. Henderson, Director of the Division of Community Colleges, are to be highly commended for recognizing the great need in Florida for educational outreach and for creating and fully supporting the Commission.

Appreciation is extended to Commissioner of Education Ralph D. Turlington for his endorsement of the work of the Commission and his encouragement and continuous interest in its progress.

To the following distinguished citizens who willingly served as members of the Commission on Educational Outreach and Service, who cheerfully donated their time and their considerable knowledge to the project, who presented and debated the ideas which form the substance of the report, who served on committees of the Commission to formulate specific recommendations, and who reviewed and submitted constructive criticisms of several drafts of the report, must go the major credit for the successful completion of the work of the Commission and the creation of the report "Access to Knowledge":

Mr. Horatio Aguirre, Editor, Diario De Las Americas; Mr. Jeff Andrews, Program Consultant, Division of Migrant Labor, Department of Community Affairs; Mr. William Blackwell, Director, Veterans Administration Regional Office; Ms. Becky Carney, Director, Council for Continuing Education for Women; Mr. Frank Chavers, Brevard Housing Authority; Dr. Lucius Ellsworth, Provost, Alpha College, University of West Florida; Mrs. Bea Ettinger, Central Florida Council for Continuing Education for Women; Dr. Glenn A. Goerke, Vice President for Community Services, Florida International University; Mr. Irving Goldstein, President, Charron Williams College; Mr. Walter F. Gorham, Director of Support Services, Boy Scouts of America, Miami Center; Mr. M.S.J. Greek, Director of Professional Development, Duval County School Board; Mr. Arthur Hallgren, First Vice President, Florida AFL/CIO; Mr. James Harris, County Manager, Orange County; Mr. Selden Hill, Orlando; Mr. W.E. Knowles, City Manager, Sanford; Mr. John McBryde, Vice President, Educational Development, Florida Hospital Association; Dr. Jack T. McCown, IFAS Extension Administration, University of Florida; Dr. Carl E.B. McKenry, Vice President for Academic Affairs and Dean of the Faculties, University of Miami, who served as Vice Chairman of the Committee on Educational Services; Dr. Kenneth Penrod, Staff Director, Community Hospital Education Council; Mr. Frank Pesuth, Vice President for Manpower Training, Aerospace Division, Honeywell Corporation, Dr. Gilbert Porter, Assistant to the Superintendent, Dade County Schools (Retired), Ms. Patricia Rambo, Assistant Director, Sponsored Research, University of Florida, who served as Vice Chairman of the Committee on Research and Other Services; Mr. Emmett Roberts, Deputy Secretary, Department of

Health and Rehabilitative Services; Dr. David Robinson, President, Edison Community College, who served as Chairman of the Committee on Educational Services; Mr. Ronald S. Spencer, Jr., Executive Vice President, Florida Chamber of Commerce; Mr. Winter Lantz, Director of Professional and Industrial Relations, Martin-Marietta, Aerospace Division; Mr. Douglas H. Thompson, Jr., Executive Director, State Board of Accountancy, who served as Chairman of the Committee on Research and Other Services; Mrs. C. Bette Wimbish, Assistant Secretary of Commerce; and Dr. William Maloy, Principle Civilian Advisor on Education, Naval Air Station, Pensacola.

Thanks are also due to Mr. Robert Alligood, Reynolds, Smith and Hills, Architects, and Mr. Castle Barringer, President, Massey Business College and Technical Institute, who were members of the Commission during its early deliberations, but who found it necessary to resign due to other demands upon their time.

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Special recognition is justly given to Dr. Enrico Giordano, Associate Vice Chancellor for Academic Programs, State University System, who, as Executive Director of the Commission, did an outstanding job of guiding the Commission and directing the work of the Commission staff through every phase of the project, and to him must go much of the credit for the successful attainment of the Commission's purposes. Dr. Giordano was ably assisted by Dr. Paul Parker, Director of Instructional Systems and Support, State University System, who served as Associate Executive Director of the Commission and made significant contributions by developing step-by-step time tables which guided the Commission's progress to the completion of its task. Dr. Parker also spent many hours of his own time writing portions of the final report.

For the tremendous amount of study, research, documentation and writing of research results which formed the all-important data base upon which the Commission built its efforts, too much credit cannot be given to Dr. W. Scott Ford, Associate Professor, Institute for Social Research, Florida State University, and Dr. Fred Goddard, Professor of Economics, University of Florida.

Dr. George Aker, Director, Division of Educational Management Systems, Florida State University, and Dr. John Gerber, Assistant Dean, IFAS Administration, University of Florida, in their roles as Staff Directors, contributed greatly as advisors and consultants to the Committee on Educational Services and the Committee on Research and Other Services, respectively.

Mr. Nevin Robbins, Doctoral Student, Department of Adult Education, Florida State University, and Mr. David C. Parker, Doctoral Student, Department of Adult Education, Florida State University, performed valuable services in reviewing the literature and preparing an annotated bibliography for use by the Commission. Gratitude is also expressed to Dr. Wayne Schroeder, Professor of Adult Education, Florida State University, for his assistance during the early part of the Commission's efforts.

The original drafting of the report and the several rewrites which led to the final publication were the work of Dr. Charles Divita, Dean of University Services and Continuing Education, Florida International University, who served as Technical Writer for the Commission, and of Dr. Russell Kropp, Director of Planning, College of Education, Florida State University, and several other members of the Commission Staff whose names have been mentioned above. Many persons assisted in the development of the text of the report, and all of these people are to be highly commended for a job well done.

A number of people assisted the Commission in a variety of ways, and for many kindnesses we wish to thank Dr. Myron R. Blee, Chief, Bureau of Program Support and Services, Division of Community Colleges, who ably represented the Community College Division and made its resources and personnel available to the Commission, including the help of Mr. David Ehlert, Consultant, and Mr. Jim Fling, Educational Consultant, who attended meetings of the Committee on Research and Other Services and prepared minutes of these meetings. Dr. Joe Olander, Special Assistant to the Commissioner of Education, represented both the Commissioner's Office and the 1202 Commission, and his counsel at Commission and committee meetings was most valuable and his encouragement was deeply appreciated.

Dr. Robert Bersi, Associate Vice President for Instructional and New Program Development, California State College, Dr. John Valley, Director of CAEL Assembly Activities, Educational Testing Services, and Dr. Bruce Hamilton, ETS, contributed valuable materials, counsel, and advice which played an important role in setting the direction of the Commission's progress.

Dr. Betty L. Siegel, Dean of Academic Affairs for Continuing Education, University of Florida, was most interested in and supportive of the Commission on Educational Outreach, and with members of her staff, attended its meetings and generously offered to assist in any way possible. Her support was most welcome and greatly valued, as was also similar support by Mr. Harold Jenkins, Director of Continuing Education at Florida A&M University.

Mr. John Sutton, Assistant Director of Continuing Education, SUS, served as Commission Secretary, and to him we are indebted for a complete record of the proceedings of the Commission meetings and the meetings of its committees.

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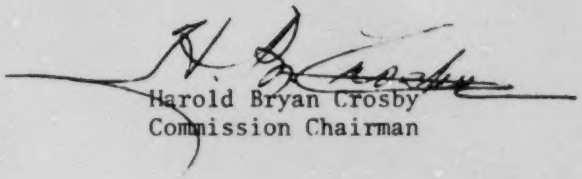
Mr. Glenn Sharron, Assistant Publications Production Coordinator, SUS, prepared the cover designs and the layout of the Commission report and was most helpful in setting up and operating audio visual equipment for the meetings.

We wish to gratefully express our appreciation for the generous hospitality and many kindnesses of President Cecil Mackey, University of South Florida, President James F. Gollattscheck, Valencia Community College, and President Henry Stanford, University of Miami, and their staffs upon the occasions of the Commission meetings hosted by their respective institutions.

And last, but by no means least, our gratitude is extended to Ms. Laura Sample, who, as my staff assistant, carried the burden of all my Commission-related correspondence, telephone calls, meeting schedules, and travel arrangements, in addition to her many other duties. Her patience and her loyal support contributed greatly to whatever success I may claim as Commission Chairman.

Excellent cooperation was extended by all the Deans and Directors of Continuing Education in the state universities who took upon themselves the responsibility of conducting the library survey and numerous interviews which provided important information to the Commission.

There are many people whose names do not appear in this acknowledgment who performed valuable services to the Commission, such as typing, proofing drafts, assisting in surveys, etc. To these individuals we wish to extend our sincere thanks for their many contributions to the work of the Commission.



Harold Bryan Crosby
Commission Chairman

ABSTRACT OF THE REPORT

The goals and objectives of the Florida Commission on Educational Outreach and Service were to assess Florida citizens' needs for educational outreach, to inventory existing outreach efforts, to determine outreach roles of various post-secondary institutions, to suggest improvements for the delivery of outreach, and to develop a plan for continued reassessment. In a democracy individuals must have access to knowledge throughout their lives since this form of government charges them with decision-making. Access to knowledge is necessary to acquire and maintain vocational competence in our highly literate and technological society. At a personal level, access to knowledge is needed in order for individuals to cope with the many psychological, sociological, and economic changes which confront their daily lives. Florida's population stands at approximately 8.4 million of which 5.8 million are beyond the age of 17 and thus potential clients for post-secondary education. The state is very diverse in terms of its cultural and racial composition and in terms of its labor force. Florida has a substantial number of persons living at the two extremes of the economic spectrum. Nearly two out of five Floridians are 45 years of age or older, nearly one in six is 65 years of age or older. While the median number of school years completed is 12.1, many thousands of adults are illiterate or functionally illiterate. Nearly 50 percent of the 1974-75 high school graduates entered some form of post-secondary education.

Both public and private community colleges and universities in Florida have grown dramatically in number and in enrollment in recent years. In 1960 there were four public universities, fourteen community colleges, and fourteen accredited private universities. These institutions enrolled approximately 73,000 credit seeking students, most of whom were full-time. By 1975, there were fifty-four institutions and enrollments had increased more than four-fold, with the majority being part-time learners. During this period post-secondary institutions have also greatly expanded non-credit efforts. Though still serving relatively small numbers of learners in relation to the need, a wide range of educational options and delivery systems (for both credit and non-credit uses) have emerged, such as, educational television and radio, correspondence study, credit by examination, external degrees, cooperative education, time-shortened degree programs, branch campuses, and off-campus courses. Increased activity in the areas of research and community service have also characterized the development of post-secondary education in recent years. Large research centers and a host of individual research projects have contributed greatly to the technical and problem-solving capability of our state. Community service activities have ranged from helping to alleviate both chronic and acute economic and social problems to enriching the cultural life of our communities.

As inflation has increased, the cost of living, tuition, and fees for both public and private post-secondary education have also risen. In response, a number of state and federal financial assistance programs have been initiated; however, in relation to the need, these are far from sufficient. These programs often have requirements which exclude many non-traditional learners in need of financial aid. Factors of time and space also pose obstacles to many would-be learners. These include the hour, day, and location of offerings. Adult would-be learners are often denied access to post-secondary education because of scheduling patterns which are still geared to the traditional on-campus, full-time student. Several institutions have found weekend and evening classes to be particularly attractive to adult learners who usually have home and job responsibilities which interfere with attendance during the week. Unfortunately, during times of austerity, these scheduling patterns are often in jeopardy. Innovative programs such as independent study, cooperative education, competency-based education, and educational television have expanded access to some learners handicapped by time and space barriers. However, relatively speaking, these efforts are still yet miniscule. Florida has made commendable progress in overcoming access barriers related to assessment and validation of learning which adults have acquired outside of the traditional classroom. Credit by examination, notably C.L.E.P. is widely used in community colleges and universities. Also, several Florida institutions are involved in a special project known as CAEL--The Cooperative Assessment of Experimental Learning, sponsored by the Educational Testing Service.

Problems relating to career and educational counselling pose barriers to many would-be-learners. While the counselling programs of post-secondary institutions have expanded in recent years, they are still primarily oriented toward traditional clientele. A few institutions have extended their office hours to provide counselling services in the evenings and on weekends. However, once again, the efforts are meager in relation to the need, and in times of austerity, these extended efforts are always in jeopardy and are often eliminated completely. Still other would-be-learners face barriers to access in the form of admission policies and practices. Adults who have been out of formal education for a number of years find tests particularly troublesome. Adults from minority backgrounds stand out in this regard. Competency based evaluations would appear to be viable options to the traditional predictive testing programs. Part-time would-be-learners are often considered as second priority applicants for admission. A large number of adults have special problems or needs which interfere with their access to post-secondary education. Among these groups are the handicapped, women, ethnic and racial minorities, and speakers of languages other than English. Some efforts exist in nearly every institution to accommodate these would-be-learners

special needs. Such responses range from child care centers and physical changes in buildings to English as a Second Language programs. Many barriers to access have their origins in institutional policies, reward systems, and operational procedures which fail to encourage faculty to engage in outreach activities. Problems of interinstitutional cooperation and coordinating in meeting consumer needs also exist. The Florida Legislature, the State Department of Education, ICUF -- Independent Colleges and Universities of Florida, and the State Board of Independent Colleges are all examining problems relating to coordination of the state's post-secondary education resources. The Statewide Articulation Coordination Committee and the Florida Post-Secondary Education Committee are actively engaged in finding ways of maximizing the efficiency of these resources.

The Commission engaged in several data collection efforts. Among these were a survey of a representative sample of the adult population of Florida, interviews with organizational leaders from across the state regarding perceived needs for educational outreach -- instructional, research and other services, and an extensive review of the literature on educational outreach (see Volume III).

An estimated 2.4 million adults are "seriously interested" in beginning a post-secondary educational pursuit within the next two years. Most of the areas of study desired by the would-be-learners include subjects and courses which are offered or could be offered by community colleges and universities. The most frequently cited motivations for engaging in such post-secondary learning pursuits were "to be better informed" or "learning for its own sake." While the plurality preferred to study via traditional classroom approaches, a large proportion favored methods involving self-study and on-the-job training. Only one-third of all would-be-learners preferred to study on a college campus.

Of the 2.4 million would-be-learners, 78.2 percent reported that they would be unwilling to travel more than 30 minutes (one way) to learn. On the average, would-be-learners were willing to commit five to six hours per week to such study and travel, even though their average free time available each week was only sixteen to twenty hours. Nearly four of ten would-be-learners reported that they did not desire any particular type of credit for their proposed study, and 14 percent wanted a certificate of completion, and 47 percent wanted credit toward a license or academic degree. This latter percentage is projected to represent nearly 1.1 million would-be-learners. More than one-half of the would-be-learners were willing to spend as long as one to two years studying their specific area of interest. The most frequently cited obstacles to participation were time and costs, in that order. However, health problems and "old age" were the major barriers for nearly one in four respondents -- an estimated one-half million would-be-learners. Nine of ten respondents felt the cost of continuing education should be shared by some level of government and the individual. Nearly two-fifths of the adult

population of Florida is projected to be interested in discussing their adult education plans with a trained counselor -- an estimated 2.2 million persons. One-third of the respondents reported that the higher education institutions in the state had been of personal benefit to them. Many of these individuals specified the benefits had been indirect through the education of their children.

The organizational leaders' interviews suggested that the educational and training programs provided for employees vary widely from agency to agency. For the most part, such programs appear to be provided on a rather "random" or "as needed" basis. Business and industry programs tended to be geared toward problem-solving, while governmental agencies stressed leadership development. Nearly all leaders reported some degree of cooperation with Florida's post-secondary educational institutions. Again, this cooperation varied widely across agencies and appeared, for the most part, rather informal. Organizational leaders appeared to be more interested in finding ways by which post-secondary education could benefit their organizations as opposed to individual employees therein. Some respondents expressed concern for the educational establishment's ability to meet their specific needs. The leaders cited five categories of barriers to expanded cooperation with post-secondary institutions. These were: (1) time and place constraints, (2) economic constraints, (3) system-type constraints, (4) "ivory-tower" constraints, and (5) organizationally-unique constraints (e.g., bilingual education needs). It appears that organizations are making only minimal efforts to provide educational guidance and counselling services to employees; many, however, do have incentive programs for educational participation (e.g., tuition refunds).

With regard to organizational leaders' perceptions of research and other service outreach, the folowing highlights were noted: (1) leaders strongly stressed the need for a greater commitment to service by educational institutions and by the state; (2) widespread support was found for earmarking state funds for mission-oriented research; (3) leaders urged institutions to develop incentive and reward systems which would encourage faculty to engage in service and applied research activity; (4) some confusion was noted by leaders with respect to gaining entry to the outreach capabilities of post-secondary educational institutions; (5) consulting services were desired by organizational leaders though some felt that some faculties were more interested in research grants and others were not sufficiently experienced in dealing with applied problems in their disciplines; (6) a frequently mentioned area of need was that of an improved data base especially developed for the State of Florida; and (7) leaders made a plea for post-secondary institutions to develop improved procedures and channels for communicating with their organization and with the public.

The recommendations for improving access are clustered under three subheadings: A. Establishing Commitment and Direction, B. Enhancing Institutional Responsiveness, and C. Developing New Structures and Systems. The first section consists of eight major recommendations aimed at establishing a state level commitment to educational outreach and developing mechanisms which will have the effect of channeling efforts and resources toward outreach goals. These recommendations call for a legislatively mandated public policy supportive of lifelong learning and for the provision of appropriate priority-setting and resource allocation. The Post-Secondary Education Commission is suggested as the prime state level body to assume such duties as identifying and eliminating statutory and policy barriers to post-secondary institutions, securing annual outreach reports, evaluating outreach efforts, and studying organizational structures. The Department of Education is charged with collecting and disseminating data deemed important for purposes of planning and evaluating outreach activities.

The second set of recommendations for expanding access to knowledge is concerned with enhancing institutional responsiveness. Here, recommendations focus on a cluster of changes deemed essential to meeting the needs of today's society and of the individuals therein. Changes are suggested with regard to admission requirements, scheduling of offerings, and learner's access to resources and financial aid programs. Other recommendations call for greater attention to adult counselling and guidance efforts. Institutions are urged to develop programs for groups with special needs, make resources more available to the community, and to conduct comprehensive needs assessments. A plea is made for institutions to provide outreach units with basic program support, to train a cadre of outreach specialists, and to provide equitable reward and incentive programs for faculty who engage in outreach activities.

The final section of the recommendations chapter begins by suggesting more extensive and wiser use of the resources available from private institutions. Regional outreach centers are proposed to coordinate and evaluate local post-secondary outreach efforts. A comprehensive study of the British open university concept is recommended prior to establishing such a program in Florida. A call is made to expand the external degree program so that it can serve a wider array of disciplines and increase numbers of students.

The Post Secondary Education (1202) Commission is urged to study the feasibility of providing outreach services via the radio, telephone, and television and to make appropriate action-oriented recommendations to the Legislature. Similarly, the Legislature is urged to devote greater attention to resources for mission-oriented research and the formation of a state advisory council for research is proposed. Two additional recommendations for

the research advisory council concern computor based information systems. The chapter concluded with the recommendation for topical and multipurpose public services institutes.

As the Commission pursued its investigation of needs with respect to "access to knowledge," several areas of concern arose which will require further consideration. In brief, these concerns are as follows: (1) Recommendations to expand outreach should not be construed to mean that traditional community college and university programs and functions should be curtailed or given less emphasis. (2) New technological advances are about to be available which could revolutionize instructional outreach. (3) The stress on cognitive education should not be construed as meaning that moral education is less important. (4) The state's role in setting priorities for educational activities and the subsequent allocation of resources should be reflective of peoples' stated needs. (5) The trend toward credentialling occurring outside of educational institutions warrants careful study. (6) It is important that non-traditional students be treated in an equitable fashion. (7) Flexibility and open-mindedness should characterize the search for improved educational outreach systems. (8) The proliferation of out-of-state institutions now offering degrees in Florida needs to be examined to determine the reasons for such a development. (9) Both on-campus and off-campus institutional programs must be predicated on the basis of quality, feasibility, and need. (10) Careful study is needed to develop an integrated system of post-secondary education which capitalizes on the unique contributions that both public and private institutions can make to the delivery of outreach services. (11) Education is central to democracy and must be accorded a prime priority status by the state.

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PREFACE

A. Establishment of the Commission on Educational Outreach and Service

In January 1975, the Chancellor-Designate of the State University System of Florida, Dr. E. T. York, appointed a special Commission on Educational Outreach and Service. Shortly thereafter, the Florida Division of Community Colleges, under the leadership of Dr. Lee Henderson, joined the State University System as a co-sponsor. The appointed Commission was charged with examining the totality of the instructional, research and service needs of the State of Florida and its citizens; identifying those needs which could be met by higher education institutions; and determing what part of them the State System should meet.

This thirty-member Commission was composed of prominent citizens from throughout the state and included representatives from business and industry, government agencies (local, state and federal), the professions, labor unions, senior citizens, media, the military, public and private higher education institutions, and public service organizations. Dr. Harold Crosby, Regents Professor and former President of the University of West Florida, served as Chairperson of the Commission. The roster of Commission members is on page viii. A staff of professional educators and researchers was assembled to assist the Commission. It consisted of faculty members and administrators from the State University System and consultants and administrators from the Florida Division of Community Colleges. The roster of Staff is on page x. The combined membership of the Commission and the Staff subsequently organized themselves into two special task forces -- the Task Force on Educational

Services and the Task Force on Research and Other Services. To provide for coordination among the Commission, the Staff, and the two task forces, a steering committee, composed of representatives from each of these groups, was formed. While most of the actual planning and the conduct of the investigation was carried out by the two task forces, all plans and operations required the approval of the full Commission. This report embodies the collective thinking of the Commission.

B. Commission Membership

Dr. Harold B. Crosby
Commission Chairperson
Interim President
Florida International University
Miami, Florida 33199

Mr. Horacio Aguirre
Editor
Diario las Americas
2900 N.W. 39th Street
Miami, Florida 33142

Mr. Jeff Andrews
Program Consultant
Division of Migrant Labor
Department of Community Affairs
Tallahassee, Florida 32304

Mr. William Blackwell
Director
Veterans Administration Regional Office
Post Office Box 1437
St. Petersburg, Florida 33731

Ms. Becky Carney, Director
Council for Continuing Education of Women
Miami-Dade Community College Downtown
300 N.E. Second Avenue
Miami, Florida 33131

Mr. Frank Chavers
Brevard County Housing Authority
Post Office Box 3125
Cocoa, Florida 32922

Dr. Lucius Ellsworth, Provost
Alpha College
University of West Florida
Pensacola, Florida 32504

Mrs. Bea Ettinger
Central Florida Council for Continuing Education for Women
Valencia Community College
Post Office Box 3028
Orlando, Florida 32802

Dr. Glenn A. Goerke
Vice President, Community Affairs
Florida International University
Miami, Florida 33199

Mr. Irving Goldstein, President
Charron Williams College
255 S.W. Eighth Street
Miami, Florida 33130

Mr. Walter E. Gorham
Director of Support Services
Boy Scouts of America
Miami Center
2960 Coral Way
Miami, Florida 33145

Mr. M. S. J. Greek
Director of Professional Development
Duval County School Board
1741 Francis Street
Jacksonville, Florida 32209

Mr. Charles Harris, President
Florida AFL/CIO
216 South Adams Street
Tallahassee, Florida 32301
(Mr. Art Hallgrin)

Mr. James Harris
County Manager
Orange County
Post Office Box 1393
Orlando, Florida 32802

Mr. Selden Hill
1103 Emeralda Drive
Orlando, Florida 32808

Mr. Peter Knowles
City Manager
City Hall
Sanford, Florida 32771

Mr. Winter Lantz, Director
Professional and Industrial Relations
Martin-Marietta Aerospace
Post Office Box 5837
Orlando, Florida 32805

Dr. W. L. Maloy
Principal Civilian Advisor on
Education and Training
Navy Education and Training Command
c/o Naval Air Station
Pensacola, Florida 32508

Mr. John McBryde, Vice President
Educational Development
Florida Hospital Association
Post Office Box 6095
315 Park Lake Circle
Orlando, Florida 32803

Dr. Jack T. McCown
IFAS Extension Administration
1038 McCarty Hall
University of Florida
Gainesville, Florida 32601

Dr. Carl E. B. McKenry
Special Assistant to the President
Univeristy of Miami
1541 Brescia
Coral Gables, Florida 33124

Dr. Kenneth Penrod
Staff Director
Community Hospital Education
Council
201 Collins Building
Tallahassee, Florida 32304

Mr. Frank Pesuth
Vice President for Manpower
Training
Aerospace Division
Honeywell Corporation
St. Petersburg, Florida

Mr. Gilbert Porter
Formerly Assistant to the Superintendent
Dade County Public Schools (Retired)
1081 N. W. 56th Street
Miami, Florida 33137

Mrs. Patricia Rambo
Assistant Director
Sponsored Research
University of Florida
Gainesville, Florida 32601

Mr. Emmett Roberts
Deputy Secretary
Department of Health and
Rehabilitative Services
Tallahassee, Florida 32304

Dr. David Robinson
President
Edison Community College
Fort Myers, Florida 33901

Mr. Ronald S. Spencer, Jr.
Executive Vice President
Florida Chamber of Commerce
Post Office Box 5497
Tallahassee, Florida 32301

Mr. Douglas H. Thompson, Jr.
Executive Director
State Board of Accountancy
Post Office Box 13475
University Station
Gainesville, Florida 32604

Mrs. C. Bette Wimbish
Assistant Secretary
Department of Commerce
510 Collins Building
Tallahassee, Florida 32304

C. Commission Staff

Dr. George Aker, Director
Division of Educational Management Systems
Florida State University
403 Education Building
Tallahassee, Florida 32306

Dr. Myron R. Blee, Chief
Bureau of Program Support and Services
Division of Community Colleges
301 Collins Building
Tallahassee, Florida 32304

Dr. Charles Divita, Jr.
Dean of Continuing Education and Associate Professor of Adult Education
Florida International University
Miami, Florida 33199

Mr. David Ehlert
Consultant
Division of Community Colleges
Collins Building
Tallahassee, Florida 32304

Mr. Jim Fling
Educational Consultant
Division of Community Colleges
Collins Building
Tallahassee, Florida 32304

Dr. W. Scott Ford
Associate Professor
Institute for Social Research
Florida State University
Tallahassee, Florida 32306

Dr. John Gerber, Assistant Dean
IFAS Administration
University of Florida
Gainesville, Florida 32601

Dr. E. A. Giordano
Executive Director of the Commission and Associate Vice Chancellor for Academic Programs
State University System
209 Collins Building
Tallahassee, Florida 32304

Dr. Fred Goddard
Associate Professor of Economics
University of Florida
Gainesville, Florida 32601

Dr. Russell Kropp
Director of Planning
College of Education
Florida State University
Tallahassee, Florida 32306

Dr. Paul C. Parker
Associate Executive Director of the Commission and Director of Instructional Systems and Support
State University System
209 Collins Building
Tallahassee, Florida 32304

Mr. Nevin Robbins, Graduate Assistant
Program in Post-Secondary Education
Florida State University
Tallahassee, Florida 32306

Dr. Wayne Schroeder
Professor of Adult Education
College of Education
Florida State University
Tallahassee, Florida 32306

Mr. John W. Sutton
Assistant Director for Continuing Education
State University System
209 Collins Building
Tallahassee, Florida 32304

CHAPTER I

PROBLEM AND OVERVIEW

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Abstract

Chapter I describes the problem addressed by the Florida Commission on Educational Outreach and Service -- facilitation of the state and its citizens through the discovery and utilization of knowledge. In a democracy individuals must have access to knowledge throughout their lives since this form of government charges them with decision-making. Access to knowledge is necessary in order to acquire and maintain vocational competence in our highly literate and technological society. Access to knowledge is needed in order for individuals to cope with the many psychological, sociological and economic changes which confront their daily lives. The objectives pursued by the Commission were to assess Florida citizens' needs for educational outreach, to inventory existing outreach efforts, to determine outreach roles of various post-secondary institutions; to suggest improvements for the delivery of outreach, to develop a plan for continued reassessment. An "outreach primer" provides for the definition of key terms, a delineation of specific roles of educational outreach -- instruction, research, and other services; and a listing of principles which illuminate the Commission's value and philosophy. Chapter I also provides for a brief discussion of the uniqueness of adults as learners and an overview of the remainder of Volume I of the Commission report.

CHAPTER I

PROBLEM AND OVERVIEW

A. Introduction

This chapter sketches in bold detail the problem which the Commission confronted, the charge the Commission received, and a set of principles or articles of faith by which it undertook its study. In addition, the broad dimensions of educational outreach -- its activities, scope, executors, and guiding principles -- are traced to give the reader a context in which to understand the detailed information presented in the succeeding chapters.

B. Problem

The rapid changes in civilization during the past few centuries are due primarily to the proliferation of knowledge. The expansion of knowledge is a consequence of the invention of a method for creating knowledge through observing regularities in natural phenomena. Once discovered, knowledge was quickly used in applied forms to fuel an industrial revolution that has literally transformed society and created a new epoch of human history.

Knowledge increases tremendously. In parallel, civilization grows in complexity. The amount of knowledge an individual can grasp becomes a smaller portion of all that might be grasped. Because knowledge is forever evolving, that which an individual possesses becomes obsolescent and must be replaced. A condition of our participatory democracy is that citizens must be knowledgeable in order that their collective decisions will be enlightened. Ironically, knowledge is the key to solving many of

our problems but is itself a major problem, at least with regard to how to transmit it to those who need it. This report deals with increasing the access citizens have to knowledge.

Let us consider for a moment how knowledge affects our lives. It is the knowledge that we have acquired that becomes vocational competence and assures one of employability. The creation of new knowledge simultaneously adds to the total but it also causes outmoded knowledge to be cast aside. Therefore, the worker often finds that the knowledge which underlies his vocational competence has vanished or become dated; then his most pressing need is to have that knowledge replenished. The same creation and proliferation of knowledge that causes such inconvenience also creates entirely new occupations. It is estimated that a person now entering the work force will have to be retrained vocationally three times during his working years because what he has learned will become obsolete. Knowledge similarly affects other areas of our lives. It has led to the development of transportation that has psychologically diminished the world and universe and, by consequence, has caused differences between native and alien to thin. It has led to the development of contraceptive agents that have dramatically and shockingly altered moral values. The advance of knowledge has similarly altered institutions as diverse as the family and the church, disrupting cohesiveness and established authority. Life styles have been vastly changed thus causing fulfillment to be achieved by different routes which are more dependent on knowing than believing.

An effect of all of this has been to make life-long learning a social and personal necessity. The problem the Commission attends to is manifold: identifying the varieties of life-long educational needs; estimating the benefits of serving them and the consequences of ignoring them; determining how to deliver knowledge to people "in flight" (our concern is not at all

with full-time residential students); examining the adequacy of currently-used knowledge delivery systems; foreseeing new systems that will be more functional; appraising the prevailing educational philosophy which has placed "educational outreach" into a secondary status; and suggesting a public philosophy of education, including the state's obligation, that is more harmonious with the realities of life as it is and as it is likely to become.

C. The Commission's Charge

The overall goal of the Commission was to assess and make recommendations relative to the state-wide delivery of the broadest possible range of educational outreach -- instruction, research and service -- to adult citizens.

The Commission set forth the following specific goals in order to be in a position to recommend to the appropriate bodies in Florida what must be done to improve the delivery of these services:

1. To assess the knowledge-based needs of the "consumer"; i.e., the citizens of Florida, which would include instruction, certification, research, and extension;
2. To inventory the existing educational outreach and evaluate these efforts;
3. To determine the role of community colleges, private colleges and universities, proprietary higher education, management consultants, and private contract research institutions in providing educational outreach;
4. To determine the extent to which institutions and systems can modify and expand educational outreach programs to meet the needs within the resources that will be made available;

5. To develop a plan of action for delivery of educational outreach by post-secondary educational institutions;
6. To develop a plan for continued re-assessment and direction of educational outreach.

D. The Commission's Creed

The Commission has been guided by the following underlying principles and philosophy with respect to the relationship of knowledge to the individual and collective needs of our state:

1. That knowledge is power; the basis of progress of our state and society in general;
2. That learning is a natural lifelong condition of human beings, occurring outside and inside formal educational institutions, and therefore should be assessed and recognized as appropriate and needed throughout an individual's life;
3. That individual access to knowledge is a fundamental lifetime right;
4. That in order to insure the efficacy of knowledge, society and the state must assure that it is discovered, conserved, applied, and disseminated in a systematic and orderly way;
5. That human development is a shared responsibility of many elements in our society; including educational institutions, business and industry, the media, government, and the churches;
6. That teaching, research, and service are mutually supportive and complementary functions of educational institutions.

The Commission adopted "Access to Knowledge" as the theme of its work.

E. Overview of the Report

The structure of this report is as follows:

Until this point, the nature of the problem, the Commission's charge and its approach to the problem have been discussed. The remainder of the chapter presents an overview of educational outreach so that the reader will become aware of its vocabulary, activities, and operating principles.

The second chapter presents an extensive demographic description of Florida; a description of all Florida's post-secondary educational institutions and their current engagement in educational outreach.

The third chapter deals with current efforts to and problems encountered in expanding access. It also includes a list of problems connected with the delivery of education to adults, such as: cost, time and space, assessment, validation, counselling and admission policies and practices.

The fourth chapter presents summaries of four surveys which were conducted by the Commission, The first is a statewide survey of the educational needs of adults, the pattern of study they prefer, their ability and willingness to pay, etc. The second is a survey, based on interviews, of corporate, government, and association officials about the research and service their organizations would ideally wish to receive from post-secondary educational institutions. A full presentation of this survey appears in Volume II of the Commission's Report. The third is similar to the second. It was conducted with a comparable group of officials in order to determine the instructional needs of their organizations. A fourth summarizes the professional literature about educational outreach. It features the work of groups, similar to the Commission, from other states. The full review of literature appears as Volume III of the Commission's Report.

The fifth chapter contains the Commission's recommendations.

The sixth chapter summarizes the Report and presents some reflections about outreach topics which the Commission had too little time to deal with.

F. An Outreach Primer

The purpose of this section is to acquaint the reader with some of the important vocabulary, activities, and operational principles of educational outreach.

Definitions

Educational Outreach. Educational outreach consists of instruction, research, and service which are delivered to adult learners and organizations -- government, industrial, associational, and community. Outreach is usually rendered by post-secondary educational institutions in off-campus settings to adult students and organizations.

Adult. An adult is any person sixteen years of age or older who has discontinued formal education as a major daily activity. An adult might act as a parent, spouse, head of household; is characterized by decreased dependence on others and increased self-directedness; and is increasingly responsible for his or her own actions.

Non-Traditional Education. Synonyms of non-traditional education are "unconventional," "alternative approaches," and "non-formal." The Carnegie Commission on Non-Traditional Study uses these approximations -- university adult education, community service education, and recurrent education. Outreach includes non-traditional study because it provides for those who are not now being served, persons who are not ordinarily on-campus. These programs are offered on- or off-campus, but the latter predominates. Non-traditional study might be offered for college credit or not. The learning activities are always planned, systematic, and

goal-directed, and they usually attract voluntary learners who participate part-time. The programs deal with substantive content, problems, and issues. In this regard, they are simultaneously within the scope of the post-secondary educational institution and are relevant to the student. Brief workshops, correspondence study, television, newspaper courses, independent study and combinations of the aforementioned, in addition to the usual modes of instruction, are commonly used in non-traditional education.

Research. Research is the process for discovering new knowledge. Two broad categories of it are basic research and applied research. Basic research, sometimes called pure research, seeks new generalizations, concepts and fundamental principles that better explain or predict events in our natural world. Applied research, sometimes called mission or action research, is directed to the solution of specific problems.

Other Services. Other services include consulting; library services; publications and information services; surveys and data compilation; impact studies, technical assistance to business and industry, schools, and government; and development of new strategies for dealing with problems.

G. Specific Roles of Educational Outreach

One role of educational outreach is instruction. The exponential increase in knowledge and technology places each of us in a race, at an ever-faster tempo, against professional and personal obsolescence. [illegible], there is a continuing need to re-train and upgrade workers. It is needed by physicians and pipefitters alike. The social harm arising from the absence of periodic re-education is so great that governmental bodies and professional associations require it as a condition of continuing to work. The current trend toward relicensing and recertification is based on the realization that vocational knowledge is perishable and must be renewed.

Outreach is concerned too with basic literacy education. Many adults are handicapped by deficient primary education. More than 100,000 adult Floridians cannot read or write in any language; approximately one-half of our state's adult population has not completed high school; thousands of youth annually leave public school before graduation (30% of our public school enrollment is likely to do so). Also, we have come to realize that many citizens who have completed high school need refresher education to enable them to continue functioning at the high school level. If the potentials and talents of these citizens are to be realized, then comprehensive and accessible programs of educational outreach must be provided for them.

Educational outreach is also needed to maintain the political vitality of our communities, state, and nation. In a democracy, adults must be well-informed in order that they might exercise their franchise intelligently. The responsibilities of citizenship require that adults need occasionally to replenish their knowledge of social and civic affairs. Likewise, outreach programs can culturally enrich individuals and communities.

The research function of higher education is to generate knowledge. Basic research and applied research are needed to expand the foundations on which our institutions rest. Applied research is needed to construct new approaches to social and technical problems which beset a dynamic and developing society, such as Florida is. Nearly all of our significant problems -- crime, pollution, economic recession, urban overcrowding, etc., -- are man-made and are amenable to man-made solutions. Research enables finding solutions to problems and then through a parallel system of instruction and service, people are enabled to prevent, correct, and alleviate them.

The service function of post-secondary education centers is applying and using knowledge. Education institutions must project their knowledge-based resources to an extended audience and they must respond to requests from private citizens, government, business, and industry for information and developmental and technical assistance. When education institutions view service as a central and continuing function, instead of as an intermittent and marginal one, the status of these institutions within their respective communities will be enhanced.

Post-secondary education has traditionally offered less service than has been needed. The deficiency can be explained on four bases: (a) preoccupation with other assigned tasks, (b) equivocal mandates for providing service, (c) lack of financial support, and (d) differences of opinion about what constitutes the best service. These problems must be resolved in order that post-secondary education can play its critical role.

H. Principles for Guiding Educational Outreach

The Commission endorsed a number of principles which appeared in Learning To Be, a UNESCO publication. The monograph encompasses the study, by a commission of distinguished international leaders, of the role of education today and tomorrow. The principles they abstracted clarify and amplify a philosophy subscribed to by the Commission and concurrently serve as guides for program development. The principles are as follows:

1. Every individual must be in a position to keep learning throughout his life. The idea of lifelong education is the keystone of the learning society.
2. The dimensions of living experience must be restored to education by redistributing teaching in space and time.

3. Education should be dispensed and acquired through a multiplicity of means. The important thing is not the path an individual has followed, but what he has learned or acquired.
4. An overall open education system helps learners to move within it, both horizontally and vertically, and widens the range of choice available to them.
5. The concept of general education must be markedly broadened, so that it definitely includes general, socio-economic, technical, and practical knowledge.
6. Lifelong education, in the full sense of the term, means that professional, business, industrial and agricultural firms will have extensive educational functions.
7. Expansion of higher education should lead to broad development of many institutions capable of meeting more and more individual and community needs.
8. Access to different types of education and professional employment should depend only on each individual's knowledge, capacities, and aptitudes, and should not be a consequence of ranking knowledge acquired in school above or below experience gained during the practice of a profession or in private studies.
9. The normal culmination of the educational process is adult education.
10. Literacy training is only a 'moment,' an element, in adult education.
11. The new educational ethos makes the individual the master and creator of his own cultural progress. Self-learning, especially assisted self-learning, has irreplaceable value in any educational system.

12. The accelerating and multiplying effect of new techniques of reproduction and communication is basic to the introduction of most educational innovations.

13. Widespread and efficient use of new technologies in education is only possible if sufficient change takes place within the system itself.

14. The teaching profession will not be in a position to fulfill its role in the future unless it is given, and develops itself, a structure better adapted to modern educational systems.

15. One of the essential tasks for educators at present is to update the knowledge base and qualifications inherent in all professions; thus they should be the first to be ready to rethink and change the criteria and basic situation of the teaching profession, in which the job of educating and stimulating students is steadily superseding that of simply giving instruction.

16. Education is developing continually to the point where it is becoming a function of the entire society; larger and larger sections of the population should therefore take part in it.

17. Teaching, contrary to traditional ideas and practice, should adapt itself to the learner; the learner should not have to bow to pre-established rules for teaching.

18. Any system according educational services to a passive population and any reform which fails to arouse active personal participation among the mass of learners can achieve at best only marginal success.

19. Increased diversity of and option for educational services which are accommodating to adult lifestyles can occur without abrogating high standards of excellence.

In addition to the above principles, the Commission itself developed and endorsed the following additional ones:

20. Existing formal and traditional educational structures should continue to exist as one of the options open to adult learners.
21. Non-traditional educational programs should be viewed not as threats to nor competitors with more formal and established programs, but as allies in service to learning and human progress.
22. Expansion of educational outreach, research and services in institutions of higher education is vital to the further growth and development of society.
23. The overall efficiency, effectiveness, democratization, and capacity for self-renewal within our institutions of higher education is a function of the extent of their involvement in educational outreach activities.
24. The primary function of modern-day, multi-disciplined-based institutions education should be the development and application of knowledge-based resources in the interest of human progress. In all too many instances, this function has deteriorated into merely information-transmission, credit-granting, and degree-awarding.

Before completing this overview of educational outreach, several operational considerations should be presented. The pattern for educating adults cannot be the pattern generally used for educating youth. In most instances, youth education is prescribed, it is common, and, for economy and convenience, it is packaged into an institutionally convenient form. Such models of education assume that youths have no superior claims on

their time and energy other than those exercised by state-mandated education. But with adults, it is different. Other adult obligations are imperious and primary; they drain energy and fill schedules. Continuing education must accommodate the realities of adulthood. Also, instructional procedures which are predicated on the motivations that characterize youth must be recast to harness the force of adult motivation and the depth and breadth of wisdom and experience which adults bring to learning situations. For these reasons, the patterns for instruction must be diverse and flexible and informal. To attain economic efficiency in continuing education implies greater reliance on non-traditional education, and may imply means such as radio and television. Instruction must be taken to adults so that it will be geographically accessible and can be engaged in without disrupting family and work. Similarly, the patterns of attendance must be devised in recognition that primary allegiances must perforce be elsewhere. This might lead to short intensive bursts of instruction, perhaps on weekends, as might benefit the employed, and it might lead, too, to planned but occasional instruction, perhaps monthly, lasting for years, and by mass media, as would foster citizenship education and personal development. Outreach instruction will be stunted if attempts are made to cultivate it through transplanting conventional, institutionalized instruction.

CHAPTER II

ACCESS TO KNOWLEDGE IN FLORIDA -- 1976

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ACCESS TO KNOWLEDGE IN FLORIDA -- 1976

Abstract

Chapter II is concerned with a demographic profile of the State of Florida and the status of educational outreach in the state. Florida's population stands at approximately 8.4 million of which 5.8 million are beyond the age of 17 and thus potential clients for post-secondary education. The state is very diverse in terms of its cultural and racial composition and in terms of its labor force. Florida has a substantial number of persons living at the two extremes of the economic spectrum. Nearly two out of five Floridians are 45 years of age or older, nearly one in six is 65 years of age or older. While the median number of school years completed is 12.1, many thousands of adults are illiterate or functionally illiterate. Nearly 50 percent of the 1974-75 high school graduates entered some form of post-secondary education.

Both public and private community colleges and universities have grown dramatically in number and in enrollment in recent years. In 1960 there were four public universities, fourteen community colleges, and fourteen accredited private universities. These institutions enrolled approximately 73,000 credit seeking students, most of whom were full-time. By 1975, there were fifty-four institutions and enrollments had increased more than fourfold, with the majority being part-time learners. During this period post-secondary institutions have also greatly expanded non-credit efforts. Though still serving relatively small numbers of learners, a wide range of educational options and delivery systems (for both credit and non-credit uses) have emerged, such as, ETV, correspondence study, credit by examination, external degrees, cooperative education, time-shortened degree programs, branch campuses and off-campus courses. Increased activity in the areas of research and community service has also characterized the development of post-secondary education in recent years. Large research centers and a host of individual research projects have contributed greatly to the technical and problem-solving capability of our state. Community service activities have ranged from helping to alleviate both chronic and acute social problems to enriching the cultural life of our communities.

CHAPTER II

ACCESS TO KNOWLEDGE IN FLORIDA -- 1976

Introduction

In the following chapter, the perceived educational outreach needs are described, revealing that in the minds of many Florida citizens our present level and breadth of service does not match needs. The surveys, interviews, and other research conducted by the Commission to ascertain what Florida's citizens think are educational needs must be balanced against what already exist in order to judge whether or not these perceptions of needs are valid and demonstrable and to identify ones to which Commission responses must be developed and for which additional resources must be found. If indeed some resources actually exist to meet perceived needs, then part of the solution to problems may be to find ways to distribute existing educational resources more effectively, or, perhaps, to do a better job of communicating to the public what resources are now available to those who want them. This chapter generally describes Florida citizens and the extent to which educational resources exist to meet their perceived educational outreach needs.

A. A Profile of Florida

To place the demands, needs, and resources for educational outreach in perspective and into a social and cultural context, the Commission felt it should have a profile of Florida citizens. Since education must serve the people, who then are the people being served and in need of the benefits of education in Florida?

There is no need to belabor or document further what is generally known and found elsewhere in stodgy statistical digests or in glossy promotional brochures -- that Florida is one of, if not the most, rapidly growing and cosmopolitan states in the country. But, it is important to recognize that Florida's population is primarily composed of people who have been born or lived a substantial part of their lives somewhere else, bringing with them cultural, political, social and economic outlooks often reflecting their diverse origins. Three out of every four Floridians fit this category. According to the demographers, the influx of persons will continue unabatedly until at least the end of the century. Today Florida has an estimated current population of approximately 8.4 million and by the turn of the century it will be 14 million persons.[1]

Florida is a cosmopolitan state in the sense that it represents an extremely wide spectrum of the human family. Surprisingly, Florida ranks third among states in the number and percentage of its population who are foreign born. Approximately 925,000 or 11% of the Florida residents were born abroad, two-thirds of them coming from Latin American countries. The fact that many South Florida communities suddenly became bilingual (Spanish and English), dramatically attests to the impact made by one of Florida's most important segments of the foreign born population, those who fled Cuba in the 1960's and 70's. Of the 8.4 million people in the state, approximately 1.2 million or 14 percent are non-white.

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[1]All statistics used for the demographic profile were taken from the Florida Statistical Abstract, 1974 and 1975, published by the Bureau of Economic and Business Research, University of Florida.

Where Do Floridians Live

Florida is an urban state. About 80 percent of the population lives in metropolitan areas of 100,000 people or more. Technically the majority of these people live in hundreds of small contiguous communities. In reality, they live in a long strip city running from Miami to Palm Beach, or in communities clustering around Orlando, St. Petersburg, Tampa, and Jacksonville. An increasing majority of Floridians live in condominiums, apartments, and mobile homes, rather than in individually owned single-family dwellings. Approximately 13,000 Floridians are permanently living as bed-ridden patients, in nursing homes for the aged. Another 9,000 are patients in mental care facilities. Between 7,000 and 8,000 reside in public institutions for the mentally retarded. Federal and state prisons house 19,500 more persons.

What is the Age Distribution of Floridians

Of the 8.4 million people in the state, 29 percent or 2.4 million are under the age of 18. 840,000 or 10 percent of the people are in the traditional college age category of 18-24. In the 25 to 44 year-old age bracket, there are approximately 1.9 million people or 23 percent of the population. Another 22 percent or 1.9 million people are in the 45-64 year-old age group, while the remaining people over the age of 65 constitute about 16 percent of the population or 1.4 million people. One way of looking at these statistics, is to say that there are potentially six million people in Florida in age groups beyond the age of 17 who are potential consumers of post-secondary education.

What Do Floridians Do for a Living

In 1974, the Florida labor force consisted of 3,500,000 who were distributed as follows:

classification	per cent	number
Wage and salary	75	2,500,000
self-employed or unpaid family workers	12	400,000
agriculture	4	130,000
unemployed	11	360,000

It is interesting to note that although a vast amount of land is devoted to agriculture, much of it to citrus and cattle production, only 4% of the total labor force is engaged in agriculture.

The 2,500,000 salary and wage workers are distributed as follows:

classification	per cent
contract and construction	9.5
transportation and communications	6.6
manufacturing	13.6
wholesale and retail trades	25.6
finance, insurance, and real estate	6.5
government agencies	17.5
service industries and miscellaneous	20.7

It is evident that a large majority of the Florida work force is employed in non-product related jobs.

Although the number employed in manufacturing and heavy industry has increased in recent years, the percent so employed is substantially less than is found in other Southeastern states and in heavily populated states anywhere in the nation.

The service industries are those primarily related to tourism, including hotels and restaurants, and medical and health services.

With regard to the health professions, Florida has about 10,141 doctors, 1,807 veterinarians, 688 osteopaths, 55,021 registered nurses, 24,964 practical nurses, 8,000 pharmacists, 3,500 medical technologists and therapists, and 5,500 dentists. Approximately 15,000 Floridians are lawyers and 10,200 are engineers. About 34,000 Floridians are employed in criminal justice: 20,000 involved in police protection; 9,000 in corrections work; and 5,000 in other phases of criminal justice.

Nearly 13,000 people are commercial fishermen in Florida. Although the number of workers is relatively few (95,000), the state's foresters and forest workers have a responsibility for the development and protection of over one-half of Florida's acreage. The mining of phosphate in central Florida employs a very small percentage of the state's labor force though the income from the mines is highly important to the economy.

The public education sector embraces nearly 100,000 employees: approximately 85,000 elementary and secondary school teachers, supervisors, and school administrators; about 4,000 community college teachers and administrators; and about 8,501 state university system personnel.

What is the Economic Level of Floridians

The 1975 per capita income of Floridians was estimated by the U.S. Department of Commerce to be $5,416. According to the 1970 U.S. census, the median income per household in Florida was $7,117 a year. About 20 percent of the Florida households in 1970 had incomes under $3,000 annually, 33 percent between $3,000 and $7,500, 33 percent between $7,500 and $15,000, and 14 percent had incomes above $15,000. In 1975, Florida ranked 20th among all states in per capita income and first among the Southeastern states, however, Florida's per capita income remains below the national average. In view of the foregoing, it is interesting to note that in 1973 Florida ranked 9th in the total amount of personal income earned annually, approximately $37 billion. Residents of Florida's Gold Coast earn substantially more on a per capita basis per year than do other Floridians. The more populous areas of the state are the wealthiest. In most major metropolitan areas -- Miami, Orlando, Tampa, St. Petersburg, and West Palm Beach -- the per capita income is well above the state and the national average. Two-thirds of Florida's personal income is earned through wages

and salaries. This is lower than average for similar earnings in most populous and wealthy states. On the other hand, the proportion of personal income from real and personal property, such as stocks and bonds, is higher than in other states. About 3 percent of personal income in Florida comes from direct employment by the military.

What Are the Levels of Educational Attainments of Floridians

According to the 1970 U.S. census, Florida's profile of educational attainments parallels closely the national norm. Florida's educational profile reveals that 52.6 percent of the population have completed four years of high school, 21.9 percent, or 1.8 million people have had one or more years of college, and 10.3 percent or 800,000 individuals have finished four or more years of college. The population of twenty-one states have had a greater exposure to higher education than has Florida's. The median number of school years completed in Florida is 12.1 years. Approximately 2 percent of the population is illiterate, however, thousands more are classified as "functionally" illiterate.

How Many Are Presently Enrolled in Post-Secondary Education

Enrollment in the Fall of 1975 was approximately 310,000, or about 5.3 percent of the adult population registered for credit work in Florida of a type that we normally associate with college level work. Another way would be gained of determining the extent to which institutions are reaching out to make contact with would-be-learners if a look were taken at how many separate individuals take one or more courses over a twelve-month period in a given year. By best estimates, and that is all they are, approximately 700,000 individuals or 12 percent of the adult population were enrolled in credit work of some kind in the public and private institutions over a twelve-month period beginning September 1974 to August 1975.

Approximately 1.5 million young people were enrolled in public kindergarten through grade 12 and an additional 150,000 in the private schools. About 40 percent of the 1974 high school graduates in Florida entered Florida's public and private colleges, universities, and community colleges, while 7.2 percent enrolled in trade and vocational schools. In all, about 50 percent of the Florida high school graduates began some kind of post-secondary education in 1974-75.

B. The Status of Educational Outreach

The Expansion of Outreach

As noted earlier, if anything marks the development of Florida during the past two decades, it is the spectacular and phenomenal population growth. Florida's dizzy spiral of growth has sharply impacted on the development of education with respect to the amount of educational resources made available and accessible, the redistribution of resources to a wider range of locations, and the elaboration of the kinds of education offered.

In 1933, three public universities, five private universities and colleges, and one private junior college served just a few thousand students. Not until 1960 was another public university founded. During the early 1950's, Florida's effort to make post-secondary education accessible to the masses was meager and lagged far behind demand. But in the mid-50's, the state's commitment to higher education did an abrupt about face.

By 1960, Florida had constructed in accordance with a master plan, fourteen public community and junior colleges, half the number it would eventually establish to meet needs and to satisfy the goal of bringing post-secondary education within commuting distance of every citizen. The University of South Florida opened in 1960 and joined the three older and long-established universities. New private institutions also appeared: New College, Eckerd College, Florida Institute of Technology, and Biscayne College were established and joined older ones like the University of Miami, Rollins College, Stetson University, Jacksonville University, Florida Southern College, the University of Tampa, Bethune-Cookman College, and Barry College.

State University System Outreach

In 1960, the four public universities enrolled 27,053 students, of which 15 percent were part-time. By 1970, there were seven universities which enrolled 86,952 students of which 25 percent were part-time. Between 1960 and 1970 the State University System, which became a single State Universities System (SUS) under the Board of Regents in 1965, established the University of West Florida in Pensacola, Florida Atlantic University in Boca Raton, and Florida Technological University in Orlando. In 1972, the University of North Florida in Jacksonville and Florida International University in Miami opened their doors. Total enrollment in the public universities grew to 112,065 students in 1975; an increase of 314 percent since 1960. Of the students, 31.2 percent were studying on a part-time basis. The nine SUS institutions offered courses on 9 main campuses, 3 branch campuses, 14 residence centers, and hundreds of other off-campus locations.

The State University System off-campus instructional program is vast. Consider the following statistics for 1974:

- 6,600 people took correspondence courses with the University of Florida.
- 240 students were enrolled in the External Degree Program of Florida International University.
- 120 students were enrolled in the Bachelor of Independent Study Program of the University of South Florida.
- 30,000 students were enrolled in extension work for college credit through the divisions of continuing education at the several universities.
- 102,000 people enrolled in non-credit extension programs.

- 375,000 people participated in organized activities of the Cooperative Extension Programs in Agriculture of the University of Florida and Florida A & M University (135,000 of them received instruction via E.T.V. at the county level).
- 1,500 students were enrolled in Cooperative Education programs, receiving supervised off-campus work experiences with some 450 firms and agencies.
- 45,000 people weekly viewed televised educational programs from the University of Florida, Florida State University, and University of South Florida.
- Twenty-eight degree programs are offered off-campus.
- 78,000 students earned Continuing Education Credits (CEU's).
- About 500,000 people in all were involved during 1974 with off-campus and outreach programs, credit and non-credit.
- Only about 1 in 6 of the people served annually by the State University System are in campus-based traditional degree programs.

Space does not permit listing the various kinds of instructional outreach programs offered by SUS institutions which serve community and special needs; however, a few program titles suggest the range of them. University of West Florida's Program offers a Small Business Program and a training program in the use of the metric system. University of North Florida/Florida Junior College jointly offer the College Afloat Program for Navy personnel. University of Florida (with the Levy County Department of Health) offers a health learning project in Bronson High School and a TV course on magazine writing. Florida State University sponsors the Apalachee Poetry Center and broadcasts public service meetings.

Some universities operate community-oriented clinical facilities -- health clinics, hospital facilities, legal aid clinics, day care centers, and special counseling centers. Thousands of people are treated annually in teaching hospitals by University of Florida and University of South Florida physicians. Lawyers-to-be have helped many indigent people with their legal problems. Many citizens have received assistance in the university counseling centers.

Tens of thousands of Floridians have derived personal enjoyment and cultural enrichment each year from performances of university theater groups, performing artists, notably the Asolo Theater under Florida State University, and the Florida State University Symphony. The art galleries of the universities are a source of cultural enrichment, and they are open to the public. University facilities, when not in use by campus groups, can be used for public meetings.

Many faculty engage in volunteer work, applying their special skills to community problems of environment, human relations, and civic management. Hundreds of faculty provide consultation to business, industry, school systems, and governmental agencies.

Title I of the Higher Education Act, passed by Congress in 1965, provides federal support to higher education institutions for the development of community service and continuing education programs for adults. Presently, 14 post-secondary institutions sponsor 18 Title I programs in Florida in which over 22,000 adults participate. Florida's amended state plan provides Title I grants for community service and continuing education projects relating to four community problems: problems of the elderly, consumer education and economic adjustment, environmental education, and women's programs. All accredited community colleges and universities are eligible for Title I funding.

University libraries are made available to the public when a need is demonstrated that cannot be met by other library facilities. Business and industry increasingly request and receive assistance from public university libraries. There is concern, however, about the extent to which libraries and other special resources can be made accessible to off-campus persons and organizations without adversely affecting service to enrolled students. Filling requests for information, especially computer-stored information, is quite expensive. A schedule of charges for recovering costs might soon have to be imposed. Libraries also serve off-campus and non-traditional learners, which creates problems of dissemination and retrieval.

The research capacities of universities have expanded phenomenally since World War II, primarily due to infusions of Federal funds. Sponsored research (research underwritten with non-state funds) amounts to over $70 million annually in the State University System. Most of the funds come from the federal government. Research is executed at the nine universities on national and state problems in agriculture, environment, socio-culture, health, and on basic scientific questions. This research activity serves as training ground for graduate students in the disciplines and professions in order to maintain a supply of people who will be expected to discover knowledge and make applications of it to solving human problems and advancing mankind. Faculty use research also to improve teaching capabilities and maintain professional competence in their fields.

The legislature has increasingly viewed research as a means of answering vexing social problems. For the last three years the University System has dedicated a portion of its budget (approximately $1.3 million) to mission-oriented research on urgent state problems. Until now, the research

topics have been chosen in response to requests from state agencies. In the 1974-1975 fiscal year, 300 requests for research, having a projected cost of $9 million, were submitted by state agencies, which implies a tremendous unmet need for such research on the part of State government.

The Florida Solar Energy Center was established in 1975 by the Legislature as an interinstitutional site for studying the possibility of using the sun to meet our energy needs. The Solar Energy Center joins the SUS Institute for Food and Agricultural Science and the SUS Oceanographic Institute as major national and state research institutes.

Research is a highly important part of a university's life. Certain kinds of research, especially basic research, can only be conducted by universities or major industrial concerns. One piece of research can radically change the lives of millions. Within universities, there is a constant pull and tug between the forces urging more research and those who see their primary mission as instruction and community service. Undoubtably, the tension among the three missions will not be resolved. One can only hope that the balance struck among them is productive and beneficial to the society which nurtures and supports the university. It is apparent, especially at Florida State University and the University of Florida, that the research mission is a major one of the System.

Community College Outreach

Public community colleges have as their primary mission to serve local community educational needs, whether they be of a credit or non-credit nature. Most general policies governing community colleges state that:

1. The major purpose of the community college is to extend educational opportunity at less than the baccalaureate degree level to persons in the community.

2. Programs of occupational education should be provided in the community colleges to the extent needed in each area of the state. Insofar as possible, all post-high school occupational education should be centered in the community colleges.

3. Community colleges should provide continuing education opportunities for adults. Adult education activities in a community should be coordinated, and duplication should be avoided.

4. Development of programs of study for each college requires careful attention to the needs of individuals as well as those of business and industry. Each community college should give careful consideration to all these factors and should develop programs particularly needed in its area of the state.

No area of education has grown more spectacularly than the community college sector. The development of the Florida community college master plan in the 1950's and the subsequent implementation of it has drawn national attention. In many respects the location of community colleges within commuting distance of nearly every citizen has been a massive educational outreach effort. Although community colleges certainly serve the needs of students, especially part-time learners, to secure at relatively low cost university-parallel education at the first two-year level, they have rapidly come to mean much more to the hundreds of communities they serve. They represent a lifetime resource and opportunity for post-secondary education at the local level ready to respond to educational needs immediately as they emerge.

In 1960, the community colleges of Florida enrolled 21,000 students, 25 percent or 5,250 of them in adult and vocational education, while 5,000 college parallel students were enrolled on a part-time basis. By 1970, the community colleges enrolled 131,000 students, of which 99,000 were in college or university parallel programs and 39,000 or 30 percent were part-time students. In 1975, the opening fall enrollment was 169,788 students, of which approximately 90 percent were seeking degrees or certificates, and, of the total enrollment, one-half were enrolled on a part-time basis.

Because of the flexibility in scheduling courses and the open enrollment structure of many community colleges, the number of different people enrolling in these institutions over a twelve-month period is substantially greater than the opening fall enrollment. For instance, in 1974-75, the fall enrollment in credit courses was 147,518, but the number of different people registering for courses during the subsequent twelve-month period was 530,000.

Not only have the number of community colleges grown, more than one-half of them have sprouted branch campuses and nearly all of them offer work in off-campus locations such as high schools, community centers, government buildings, and churches. In 1975, the 28 community colleges had 18 branch campuses and by conservative count were offering courses at over 1,600 other instructional sites. In 1974-75, the community colleges, via a Florida Community College broadcasting consortium, offered ten courses by radio and television, including courses in English composition, mathematics, and nationally developed courses such as the "Ascent of Man," "Man and Environment," and "Dimensions in Culture." These courses enrolled 7,763 students who received credit from 24 of the 28 community colleges in the state.

The community college non-credit and community outreach programs reached 202,143 Floridians in 1974-75. Approximately 800 students were enrolled in Cooperative Education Programs. All community colleges offer the general public organized and relevant learning experiences, which normally do not result in formal certification or credit, but nevertheless do meet important human and personal needs for knowledge. For example, the Miami-Dade Community College Open College offers credit and non-credit courses and programs, using television, radio, and specially designed

self-study packages. Miami-Dade also offers: programs to prisoners in local jails; a program for homebound students who are physically handicapped; a program for mental retardates; and, in response to the large Miami metro Spanish speaking population, a bilingual theater program, called Prometeo Players. Valencia Community College, in concert with the Adult Literacy League, works on local adult literacy problems. Seminole Community College has special programs for migrant and seasonal farm workers. These are but a few of the many programs which meet community service needs and provide non-credit instruction to special local populations.

Community college faculty and administrators are increasingly invited to serve as consultants in the community, especially with regard to problems in business administration, allied health fields, and ecology. Although community colleges do not have a research mission, certainly not in the same sense as universities, many faculty conduct research projects, usually of an applied nature and related to community problems. Faculty in the community colleges also conduct research in order to keep themselves abreast of current trends in their teaching fields and to pursue personal professional interests.

The community colleges also offer many of their physical facilities for use by the community. They provide theater, art, and music programs for the public which enhance community cultural life. Community college libraries are open to the public on a limited basis. Community colleges also assist universities with their continuing education programs by making available their classrooms and storing library materials. This dual use of facilities saves taxpayers money by avoiding duplication of facilities and makes university level education more accessible to the people.

Private College and University Outreach

There were 14 accredited private colleges and universities in Florida in 1960, enrolling 25,329 students. Just a small fraction of this enrollment was part-time. By 1970, there were 17 private colleges and universities, which enrolled 45,319 students, of which 8 percent were part-time. By 1974-75 there were 18 accredited private institutions, but their total enrollment decreased to about 40,000 students of which 26 percent were part-time. During the 1960's Rollins College, Jacksonville University, and the University of Miami greatly expanded their evening and adult continuing education programs to meet local community needs for general education, professional teacher certification, and vocational education. Rollins offered courses to over three thousand students a year at remote locations, like McCoy Air Force Base and Cape Canaveral. The University of Miami and Jacksonville University helped to meet the need of public school teachers for continuing education. Stetson University, Florida Southern College, Florida Institute of Technology, the University of Tampa, Barry College, Biscayne College, and Bethune-Cookman College expanded their evening programs and adult education programs during the 1960's, but to a lesser extent.

The newest institutions -- Eckerd College, New College, Embry-Riddle University, Nova University, and Florida Institute of Technology -- were founded to serve special clientele or to carry out innovative educational concepts. Florida Institute of Technology and Embry-Riddle Aeronautical University arose in response to natural and state needs for more technically trained people, especially for the aero-space industry. Nova University was founded as a special purpose institution to offer high quality doctoral level education in high demand fields. Recently, Nova has pioneered

nationally prominent external degree programs at the masters and doctoral levels. Eckerd College and New College were created as essentially experimental institutions for testing innovative instructional concepts, like contract learning, independent study, and experiential learning through work/study/travel. Each of the private institutions has made its unique contribution to increasing accessibility to higher education by expanding traditional programs, continuing education programs, and innovative instructional programs, which stress the idea that education should be learner centered and geared to individual needs and circumstances. These institutions provide educational alternatives and diversity which are important to the commonwealth of the state and its citizens. Without them the increased demand for public education would significantly increase the burden on taxpayers, and post-secondary education would be much the poorer for the loss of the diversity they represent.

The private institutions have also engaged in instruction geared to community service. They do not serve large numbers of students; they render an important service by meeting needs which public sector institutions miss or ignore. During the period of tremendous influx of Cuban refugees to the Miami area, the University of Miami offered a variety of special and compensatory programs and services to them. Florida Southern College, in cooperation with the State Probation and Parole Commission, offers motivation courses to prison inmates and runs a day care center for working mothers. These are but two of many possible examples of the outreach services for special clienteles offered by private colleges.

Offering community support is equally important to public and private institutions. Private institutions also make their facilities available to the community whenever possible. Library services and meeting space

for clubs and organizations are frequently provided. Private colleges and universities gain support from their communities by providing a wide range of high quality cultural activities like art, theater, and music programs.

The University of Miami employs a high percentage of its faculty interested in and trained to perform high quality, sophisticated research and its research programs are a distinguished state resource. The Rosentheil Marine Sciences Institute of the University of Miami and university medical center are engaged in nationally important research. The faculty of other private universities, like Nova and the Florida Institute of Technology, conduct important scientific research relevant to state and national needs. Florida Southern College's citrus research program has been of considerable assistance to the citrus industry.

Although research is not a major concern of most smaller private liberal arts colleges, it is nevertheless carried out by hundreds of faculty in these institutions, usually on an individual basis and during sabbatical leaves and summer periods. These are periods when time can be taken from teaching to do research at a large university or research center. Many private college faculty are well-trained researchers and have made significant contributions to the discovery of knowledge and to finding solutions to our practical problems.

Licensed Colleges and Universities

Although the Commission did not make a systematic inventory of the outreach activities of the private licensed colleges and universities in Florida, it would have been remiss not to acknowledge the contribution such institutions make in the state to bring instructional services to

citizens. These institutions, because of their nature and special purposes, generally do not aspire to accreditation by the Southern Association of Schools and Colleges, however, they do have a significant role to play in providing opportunity for education beyond secondary school. The Florida Legislature in 1972 created the State Board of Independent Colleges and Universities to establish criteria and license such proprietary post-secondary institutions.

There are currently forty institutions which have been either temporarily, provisionally, or fully licensed by the State Board of Independent Colleges and Universities. Institutions which already have Southern Association accreditation do not come within the purview of the Board. Two institutions, Flagler College in St. Augustine and Palm Beach Atlantic College in West Palm Beach, began as licensed institutions but now have become regionally accreditated. Miami Christian College was recently granted accreditation by the American Association of Bible Colleges. Three institutions, Warner Southern College, Lake Wales; Edward Waters College, Jacksonville; and the Ringling School of Art in Sarasota currently hold candidacy status with the Southern Association and Lakeland College is a candidate for admission to the Junior College of Business Association of Independent Colleges and Schools.

Many of the licensed institutions are purposed to offer students programs in special areas such as in fashion and design, preparation for the ministry or church professions, technical areas of business, and in medical technology fields. It is safe to say that the licensed institutions meet the needs of tens of thousands of Floridians each year, who do not wish to obtain traditional university level degrees. The licensed colleges and universities further reinforce the diversity of educational

opportunity available to the people of Florida and offer alternatives within education for institutions to design themselves to meet special purposes clientele needs in sometimes innovative ways.

Summary

Florida has made significant strides in making higher education more accessible to Floridians by establishing many new institutions closer to where people live and work. Two decades ago, post-secondary education was confined to a few community colleges (most of which were not in metropolitan or urban areas), to three public universities located in two small cities in North Central Florida, and to a scattering of small (with the exception of the University of Miami) private liberal arts colleges located on the Florida peninsula. The proliferation of colleges, both public and private, has brought higher education within commuting distance of virtually everyone in Florida -- a remarkable development, especially in the short time taken to accomplish it. Florida's citizens and the Legislature can take justified pride in what has been done to bring this about. Distance no longer poses the barrier to academic programs that it once did, except for some advanced and graduate level programs which are still remote to the majority of citizens.

Community service outreach is being engaged in by virtually all Florida's public and private colleges and universities. Of all types of institutions, the community colleges have emphasized outreach the most, reflecting one of the major purposes for which they were established. While the contribution to community service made by the other institutions, the public universities, and the private colleges and universities, are

not perhaps to the magnitude of the community colleges, there is ample evidence of considerable activity. Some of this activity is of a critically important nature with respect to the well-being of the state.

Research is carried out primarily by the larger public and private universities. Federal funds support most of it. The state's interest in mission-oriented research is increasing with the burden of execution falling primarily on public universities. Although of some importance in the community colleges and the smaller private institutions, research is a major concern of the large public universities and the University of Miami.

Florida post-secondary education has made significant progress in fulfilling its missions to teach, conduct research, and perform community service, yet still more needs to be done. Fulfilling the still unmet needs will require additional resources and better coordination of existing ones. Our educational resources must be conserved, enhanced, and used wisely by those inside and outside of academe to meet the needs of all citizens. This section has described in very general terms what post-secondary education is doing in Florida to provide access to knowledge. The next section is concerned with barriers that may yet remain for many of Florida's learners and would-be-learners.

CHAPTER III

CURRENT EFFORTS AND PROBLEMS IN EXPANDING ACCESS

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Abstract

The current status of efforts to reduce the barriers to access to knowledge cannot be summarized in a single sentence or paragraph that is equally descriptive by all areas of concern.

Costs are a significant barrier and will probably remain so due to the lack of resiliency in the Florida economy. Even so, the problem is one which requires the cooperation of the federal and state government.

Considerable progress has been made to lower the barrier imposed by the distance between learner and educational resources. This results from the tremendous numerical growth of institutions and off-campus instructional sites. Urban institutions have made an excellent contribution by extending their classes into the evening hours and weekends so they will be more accessible to working students.

Self-paced instructional programs are still primitive. Research and development funds are needed to elaborate and broadcast them. Competency-based programs hold great promise to make education more effective and efficient.

Florida has made significant progress in establishing credit-by-examination options as a way of validating learning acquired outside the classroom. Cooperative education programs, external degree programs, and other independent study programs clearly demonstrate that learners can acquire knowledge and skill on their own outside the classroom. But the number of students in these programs is awfully small. New ways of supporting these programs must be found so that unreached needy clienteles can be served.

Institutions are concerned about the need to make their counseling and guidance facilities available to the public, but their resources are insufficient to meet the demand. Resultantly, the residential student receives most of the service. Lacking adequate information and the personalization of career and educational information, adult would-be-learners are disadvantaged in gaining access to needed resources. Much is left to be done in this area to lower the barriers that prevent access.

Admissions standards are expected to rise due to economic recession and austerity which limit funding of programs. Part-time and older learners might be handicapped in the quest for available space.

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A convincing rationale should be developed for taking younger, traditional, full-time students over part-time older students, or admissions practices should be amended to assure equal treatment. Grades and standardized test scores predominate as screening devices. They need to be challenged as discriminating against adults for whom other means of showing competence would be more fitting.

Many women as is true with many adults are faced with time, space, and attitudinal barriers to access, which are only now being partially overcome.

Although efforts have been made by institutions to increase access for physically handicapped persons, they have been confined to making the building more accommodating. A thorough examination of the needs of the homebound physically handicapped is in order.

Progress is being achieved in reducing the barriers of racial discrimination for young students, but there is no comparable effort for older persons.

There is some evidence in South Florida of a response to the needs of Spanish-speaking populations, but statewide efforts fall far short of what is needed to accommodate non-English speaking students.

The post-secondary institutions believe they meet many of the state's educational outreach needs and they would do more had they more resources.

Some argue that if better coordination of the state's educational resources were effected, needless and wasteful duplication would be reduced significantly. Coordination and interinstitutional cooperation are increasingly evident in Florida.

CHAPTER III

CURRENT EFFORTS AND PROBLEMS IN EXPANDING ACCESS

A. Introduction

Great progress has been made in the past two decades in creating new institutions and reducing the geographic barriers to education, but people still encounter problems and barriers in their quest for knowledge. These are not unique to Florida; they occur in every state to some extent. The major conditions which continue to restrict access are cost, constraints of time and space, methods of awarding credentials and certificates, absence of career and education counseling, admission policies and practices, physical, racial, and linguistic handicaps, and poor coordination of educational resources.

B. Cost Problems

The cost of education is a major obstacle to many would-be learners. It is often the primary factor in determining whether or not access is gained. No post-secondary education in Florida is totally free. The price varies from one kind of institution to the next, and sometimes from one program to the next. The cost of attending college has risen steadily during the last two decades; in fact, the price of instructional services in public and private institutions has increased four-fold.

Although public community colleges are considered low-cost institutions, tuition or student fee costs have risen 52 percent since 1970. A full-time community college student can expect to spend $1,875 annually for all college-related expenses, including tuition, fees, books, and living expenses. Even so, community college students pay only slightly more than

20 percent of the actual cost of the instruction they receive. Florida general revenues pay the balance.

The cost of attending public universities had been low until recent years. In 1960, the tuition for an undergraduate was only $180 a year. In 1975, it cost about $650, a three-fold increase since 1960. Students in graduate school and some professional programs pay much more. All fees will increase again in fall, 1976. An effort is made to set student fees in the public universities at a level that will defray 30 percent of the instructional costs, a goal which has been almost reached at the undergraduate level. The total academic year cost for college-related expenses for an undergraduate student living on campus in an SUS residential university runs as high as $3,000, and for a commuting student, $2,200. The costs for graduate and professional education is substantially higher than for undergraduate. Graduate students pay tuition and fees ranging from $900 to $1800 a year, medicine being the most costly to the student. Graduate and professional students pay approximately 20 percent of the costs of instruction.

The cost of attending private institutions has been rising at a rate faster than in public institutions. Annual costs for an undergraduate year at a private college or university for a student living on-campus ranges from $2,500 to $5,000, depending on the institution: commuting students pay substantially less. The basic tuition and fees in a private institution are generally three times as great as in a public university and eight to ten times as great as in a community college.

Without financial assistance, thousands of Floridians would be unable to gain access to the state's public and private institutions. Financial aid comes from federal, state, institutional, and private and local sources. Aid is given in the form of grants, scholarships, loans, and work. Within

SUS universities from 13 per cent to 45 per cent of the full time students receive some form of aid. Were more funds for aid available more students would be in college and receiving it.

The Florida Legislature sharply increased its commitment to student financial aid during the past five years. A study was mandated and financed by the Legislature in 1970 to determine the extent to which student aid needs were being met from all sources. The annual unmet need for financial assistance of Florida students was calculated to be over $30,000,000. As a result of the study, the Legislature established a large loan fund and a modest grant program. In 1974-1975 approximately 8,000 part-time and full time students, or 3 per cent of the college population, received over $11 million in loans through the Florida Insured Student Loan Program. More than 4,100 students, or 1.5 per cent of the college population, received about $4.5 million through the Florida Student Assistance Grant Program (FSA), a third of the grants being awarded to students in private institutions. The FSA grants are available only to full time students. There are a few other state-administered small grant programs--the Seminole-Miccosukee Indian Scholarship Program, the Confederate Memorial Fund, and the Exceptional Child Scholarship. Only the last one is available to part-time students.

In its 1975 session, the Legislature requested an update of the 1970 unmet needs study. It was completed in March, 1976, in time for 1976 Legislative action. The updated study reveals that the recession has markedly increased the unmet needs for assistance to $84,000,000, nearly a three time rise over 1970.

Although the Florida financed financial aid programs are significant, federally funded programs remain the primary source of student financial aid in Florida and elsewhere. During the last 20 years, billions of dollars of federal money have been devoted to student financial aid in the form of veterans benefits, grants, loans, and work/study programs. The Basic Opportunity Grant program, along with other federal programs, awarded Florida students many millions of dollars more than were granted by State programs. It is worth re-emphasizing that, even after Federal, institutional, and foundation financial aid programs, the unmet needs of college students in Florida exceeded $84 million in 1973. Federal programs are available to part-time students although fund limitations have often meant that preference has had to be given to full time students. It is almost needless to add that without federal programs, access to higher education in Florida would be severely limited.

In summary, with the help of great amounts of federal funds supplemented by state financial assistance programs, Florida has been able partially to off-set rising college costs. However, the recent recession, coupled with inflation and curtailed federal, state, and institutional student aid programs, the cost barrier has actually risen in recent years.

Florida and the nation appear to be backsliding with respect to keeping costs within reason for traditional and non-traditional student populations. Of all the barriers to access, cost is the one that seems most difficult to surmount. It is one for which university faculties, administrators, elected state and federal officials have the major responsibility to lower.

C. Time and Space Problems

Many prospective learners cannot gain access to traditional learning programs because they are offered at wrong times of day or at inconvenient locations. What is Florida doing to reduce this barrier?

An obvious way to lower the time barrier is to extend the class schedule into the evening hours and into weekends. In the community colleges the traditional daily schedule of classes (8:00 a.m. to mid-afternoon) has generally not been adopted because the typical student is part-time, older, and employed. Such students have required different kinds of schedules to meet their special circumstances. In some community colleges even classes at 7:00 a.m. are full. Although mid-afternoon class times are unpopular, late afternoon classes attract substantial enrollments. Evening classes are so popular in the community colleges that the utilization of facilities is higher then than during the day. Several community colleges are now successfully experimenting with weekend classes.

The public universities, with some notable exceptions, still primarily serve students during the day. Florida International University and the University of North Florida experience their heaviest class loads after 6:00 p.m. The University of South Florida, Florida Technological University, and the University of North Florida have increasing numbers of students attending evening courses. Three of these four universities have attempted to keep their administrative offices open at night in order to serve the needs of evening students on a par with daytime students. In recent years, the Florida State University evening program, which is heavily attended by public employees, has grown significantly, but it

apparently still does not meet the burgeoning demands for more classes, especially from professional persons, such as lawyers and would be lawyers. Florida A&M University has operated for two years a highly successful weekend college. Most institutions in SUS offer some courses on Saturdays usually for public school teachers.

The private institutions, particularly those in the urban areas, have offered evening courses, but generally not to the extent that the public institutions have done so. The University of Miami, University of Tampa, Rollins College, and Jacksonville University have long had significant evening programs.

As part-time enrollments have grown, so have the programs offered evenings and weekends. As the class schedule is extended to evenings and weekends, new clienteles are inevitably reached and markets tapped. Working people generally can take traditional classroom instruction only in the evenings and on weekends. Also, most of the continuing education programs are offered in the evenings at off-campus locations close and convenient to learners.

The commendable effort to reach out by extending classes into evenings and weekends has revealed serious problems. The extended hours of operation place stress and strain on staff, facilities, and budgeted resources. When retrenchment has occurred, these extended-day programs have been threatened with elimination on the belief that scarce resources should be reserved for full time day students. Whether this action is valid merits debate. Denial of access to older, employed, taxpayers might, in many instances, be of more critical importance to those individuals than to many of our younger citizens who sometimes consume space and

resources in programs when they lack motivation or strong need to be in them.

There is growing belief among educators and the lay public in this country that educational delivery systems should be time and space free, recognizing that many people learn better on a time-variable and space-independent basis. Ideally, students should be able to learn at a pace that is suitable to individual needs, abilities, and circumstances. Most traditional education is structured along somewhat rigid time and space constraints, requiring that all students be at a particular location for a specific length of time (usually fifty minutes) so many times a week. Learning has become equated with the amount of time a person serves in a classroom and not on the basis of specific competencies and knowledge acquired. It may take a major instructional reform for education to be organized and structured to correspond with the wide variety of formal and non-formal ways people acquire knowledge. For education to be most effective, it should be as individualized as possible and centered around the needs of the learner. What is Florida doing to devise new modes of instruction which are more compatible with the circumstances of the learner?

Florida International University, the University of South Florida, and Nova University have established external degree programs, which heavily stress independent study and self-paced learning. Florida International University's External Degree Program in 1974 enrolled only 240 students. With increased funds and staff, the program could have served three times that number. The University of South Florida's Bachelor of Independent Studies program enrolls about 120 students.

Nova University's external masters degree and doctoral programs in education and business enroll over 2,000 students annually, by far the largest program in the State. Nova's program, although quite controversial, operates outside of Florida as well as in-state, attracting favorable national attention for its pioneering efforts in external graduate education. The University of South Florida enrolled approximately 2,100 students in 1974-75 in its Your Open University (Y.O.U.) program of general education which was offered by television. Over 6,000 students took correspondence courses from the University of Florida in 1974-75. A scattering of students earned credit from community colleges and universities by completing American Studies courses which were delivered by the major newspapers of the state.

Competency or performance-based programs, which evaluate student performance against pre-set learning objectives and goals, are to a large degree, in their infancy in Florida, as they are elsewhere in the country. These programs often permit students to choose how they will learn, according to their needs and circumstances, in order to achieve the pre-set learning goals. In the State University System the most notable competency-based programs are currently being offered on an experimental basis at Florida State University in nursing, biology, and urban and regional planning. Additional curricula will be added in 1976 to the project called The Curriculum of Attainments Program. Almost one hundred students are presently participating in the F.S.U. program, which has been supported almost entirely by federal funds from the Fund for the Improvement of Post Secondary Education of the U. S. Office of Education. Preliminary results indicate that students in Curriculum of Attainments programs apparently learn more effectively and with more

enthusiasm than they do in traditional time-based programs, and the self-paced learning packages, once the development costs are covered, not only give promise of being more cost beneficial than traditional classroom courses, but they can be used profitably in the traditional classroom, too.

The community colleges report that they now have about thirty programs that are designed on a competency or performance basis, most being in the Allied Health fields. Efforts are currently underway, as part of a statewide Articulation Coordinating Committee project, to develop and design several experimental competency based programs cooperatively between community colleges and universities. Such programs will require outside or non-state funding, due to current state budget problems. It is apparent that higher institutional priority is currently being placed upon the less experimental delivery of traditional instructional programs. Competency or performance based programs seem to hold considerable hope for delivering learning more effectively at a lower unit cost, providing a means for access to learning to students who are accommodated poorly, if at all by traditional time and space bound programs.

Cooperative education, a planned alternation of study and work, is a form of experiential learning which recognizes the linkages between the outside world and academe and reduces barriers of time and place to learning. It reinforces a need for the academic community to reach out to the society and utilize the learning resources found in business, industry, and government agencies. Students are able to earn money toward meeting college expenses through cooperative education work,

thus helping them lower the cost barrier to access.

Cooperative education programs in Florida have increased rapidly in recent years with the help of federal subsidies for institutional and statewide programs of coordination. All nine public universities, 26 community colleges, and 9 private colleges and universities offer cooperative education programs, providing learners the opportunity to test academic theory in everyday reality and practice and to form viable personal career goals. Although there are many programs they still enroll a relatively small number of students, a total of approximately 3,200 students in 1974 in all Florida institutions, public and private. Five of the nine public universities still do not give credit for supervised work experience, although curiously they do to students participating in internships and practicums in fields such as education and student teaching. All 28 public community colleges and nine private institutions with cooperative education programs give credit on some basis for work experience.

Several private liberal arts colleges, notably Eckerd College, provide experiential learning programs as a planned part of academic programs. Students, often during a mid-winter term, leave the campus to work on projects at home, in other parts of the country, or abroad. Study abroad programs are offered by many public and private institutions in Florida. More than thirty study/travel programs, involving about 750 students, were offered by State University System institutions in 1974-75. Study abroad programs and contract learning programs of the kind that New College of the University of South Florida pioneered, place responsibility for learning directly on students, forcing them to use educational resources beyond the walls of the traditional classroom

and boundaries of the campus. While these programs may not be traditional outreach programs, they demonstrate that people can learn outside of the conventional classroom in a variety of ways from a world full of resources. Such an open learning concept has taken tenuous root in Florida, but without additional resources and new ways of funding some may die on the vine.

D. The Problem of Assessment and Validation of Learning

Considerable progress has been made in Florida to validate and certify learning which occurred outside the traditional classroom. Credit by examination and programs which assess the similarities of life- or work-experience to traditional learning (courses) are based on the belief that the results of informal learning can be equivalent to formal learning. An assessment and certification of outside learning can shorten time to earn a degree and thus reduce substantially the costs of obtaining it. This is a boon to many adults, especially those who have spent much of their lives working and learning on the job and/or studying on their own motivated by personal interest. Often for adults entering college or going back again to college presents an unreasonable time block away from job and family, usually meaning that learning acquired elsewhere will not be recognized and thus it must be repeated. When institutions have found ways to validate and certify informal learning would-be learners are encouraged to attempt college for the first time or to return to complete programs begun but never finished in years prior.

The most commonly used and best known program for validating and certifying non-formal learning is the College Level Examination Program

(CLEP) of the College Entrance Examination Board (CEEB). It began a decade ago as an experiment financed by the Carnegie Corporation and the CEEB to provide institutions a measurement of learning acquired informally in the areas of General Education and in selected more specialized undergraduate college course areas. The CLEP program is no longer experimental -- 150,000 persons a year now take the CLEP exams across the nation. Colleges award credit for successful performance on the examinations, normally on the basis of how well a given student's test scores relate to institutional grading standards. In Florida, all public community colleges and universities award CLEP credit on the same standard, thus guaranteeing the transferability of credit anywhere within the system.

In 1973, the Florida Legislature mandated that the public community colleges and universities expand all ways possible to permit qualified students to accelerate their academic programs. In response the Florida Time-Shortened Education Program was devised. It is unique in the United States, resulting in Florida being the heaviest user of CLEP, other credit by examinations, early admission, dual enrollment, and advanced placement devices to move qualified students through institutions at an accelerated pace. The Legislature also ordered that CLEP be administered to any student requesting it, stipulating that course credit be awarded if students reach an appropriate score level (50th percentile on men and women sophomore norms). As a result, in 1974-75, approximately 7,500 State University System students earned over 125,000 credits via CLEP and 9,519 community college students were awarded abo... ...,000 credits. The savings in tuition money on the part of students and parents through the CLEP exams in 1974-75 exceeded

$2.75 million, and in instructional costs to institutions, about $10 million. Other kinds of credit by examination, such as those developed by institutions and the Advanced Placement Program of the College Board, resulted in an additional 30,000 credits being awarded to 4,500 students in public community colleges and universities.

Although private institutions are not subject to Legislative mandates, they have also awarded many tens of thousands of credits to thousands of students via CLEP and other credit by examination programs. Perhaps no state in the country has made a greater commitment than Florida to credit by examination nor shows greater evidence of progress in recognizing non-formal learning through such evaluation devices. CLEP and other credit by examination programs reinforce the idea that persons are able to learn in non-formal settings and deserve to have such learning certified and credentialed.

Some educators believe that validation of learning acquired on the job or in non-formal ways should be accomplished by a more intensive assessment of learning than is afforded by standardized or institutionally designed subject matter tests, such as CLEP. They believe that assessment of learning can best be accomplished by utilizing a wide variety of measurements, including an evaluation of the types of work done, evidence of performance, and personal interviews. The Cooperative Assessment of Experiential Learning project of the Educational Testing Service (CAEL) reflects these beliefs. Florida International University was one of the handful of institutions in the country chosen to participate initially in the CAEL project. The Division of Community Colleges and the State University System as a whole are now members of the CAEL Consortium. The subject of assessment of experiential

learning among educators is at present a highly controversial matter.

Competency based education, which was described earlier in this chapter, also raises issues of how to certify and credential learning. Such programs proceed on the premise that persons should be evaluated for what they know and can do, and without regard to how the knowledge and competencies were attained. These programs will do much to reform the present time-based concepts of certification and credentialling.

Progress appears significant in Florida in ameliorating the certification and credentialling problem, but issues remain, especially those dealing with the question of who or what institutions should assess, validate, and certify learning and whether we should take steps to reduce the widespread belief that the certification of learning is more important than the learning.

E. Career and Educational Counselling Problems

Learners and would-be-learners need career and educational counselling to help them choose what educational goals to set and how to achieve them. Primarily, people need reliable and accurate information upon which to base decision. Many people need help in learning how to make decisions, decision making being a rational process that can be taught. Information centers and counselors should be as accessible to people as instructional resources are, but they are not. Where can adult learners or would-be-learners turn for counselling? If they receive any counselling at all, it is rarely from the school or college campus.

Although counselling staffs of community colleges have become more aggressive in extending services to surrounding communities,

they have tended to be limited in their efforts to identify prospective students. Many community colleges have set up information centers in shopping centers and at community health fairs, and they have sent mobile vans, serving as information centers, through their districts on regular schedules for stops in church parking lots and at shopping centers and other places. Community college counselling staffs have increasingly broadened their view of their role and mission. They are moving beyond traditional on-campus academic counselling and advisement into community-based adult career counselling, testing, and advisement and into other matters not directly related to campus life and instruction.

University counselling and information services have markedly expanded in recent years for prospective and on-campus students. Most of the public universities make counselling services available to the general public upon request, however, the fact that they are open is not always made widely known. Priority is given to prospective and enrolled students. All universities employ staff in admissions and matriculation services offices to recruit students and disseminate information about their institutions to students in secondary schools and community colleges. Such staff participate in college days and nights and talk with hundreds of thousands of students personally each year about their plans for further education. Unfortunately, these staff have little opportunity or time to work with adult populations to help them find appropriate educational resources wherever they may exist in the state.

Few of the university admissions offices, counselling centers,

registrar's offices, and financial aid offices -- offices in which important information is found and interpreted -- are open evenings or weekends, times when many working people and would-be-adult learners might conveniently visit them. Offices at the University of North Florida, Florida International University and Florida Technological University are notable exceptions. Extending office hours is expensive; most universities are barely able to staff adequately during regular daytime hours, much less add an additional shift for evenings and weekends or to place staff out in the community in permanent, more convenient and accessible locations. Unless more resources are made available, outreach in the area of guidance and counselling will be seriously limited, presenting to many would-be-learners a serious barrier to access. Urban institutions are heavily impacted with students at night and yet are unable to meet fully their counselling needs. Without access to knowledge, information and expertise related to educational and career decision making many non-traditional learners will miss viable educational opportunities and resources.

F. Admissions Policies and Practices as Problems

The stated admissions requirements to many universities and colleges discourage prospective learners. Admission tests are especially imposing hurdles to access. Many older persons, especially from ethnic or culturally different groups, lack the confidence that they can compete with younger persons who are either in school or recently have been in the formal schooling setting. Persons who did not achieve well in college or secondary school, but who have done well

in their careers, believe that their scholastic records will be held against them - and they may be right. Other adult learners believe they do not possess the necessary course prerequisites, having taken in some cases programs of study in earlier years which were not necessarily related to new career and educational program objectives. Admissions standards and processes intimidate prospective adult learners from even trying to gain access.

The community colleges are closest to being open access institutions, but many of these require applicants to have a high school diploma or its equivalent and sometimes discourage people with low standardized test scores. The public universities generally are more selective, requiring performance at the upper fortieth percentile on standardized tests and at least a "C" average in secondary school or community college for consideration for admission. For entry to many programs, the competition for available places is even more severe. As resources have become increasingly limited (due to the recent recession) the space available in programs has become more restricted in relation to the demand for admission. Public university admissions requirements, at least for the time being, will be higher than they were during the 1960's and early 1970's, making access in the near future by many would-be-learners very difficult. Fears, founded and unfounded, for many adult would-be-learners about test and grade requirements for admission to universities undoubtedly will be heightened in the immediate future.

Private colleges and universities generally have been more selective than public institutions. Some of the smaller private colleges such as

Eckerd, Rollins, and Stetson have been among the more competitive and selective institutions in the country, admitting mostly students who normally have achieved at a "B" average level or higher throughout their educational careers and who have scored in the upper 20 percent on the various standardized tests of academic ability. These institutions have catered primarily to the 18-24 year old age group. For many years such colleges have had a surplus of applications to available places, enabling them to be quite selective. There are other private institutions in Florida which have been less selective, however, they have nevertheless used the standard selection devices of grades and test scores in making decisions on admission. For reasons other than higher admissions requirements, these institutions do not cater significantly in their traditional degree programs to older learners. Higher costs have played a major role in discouraging such people from seeking admission to many private institutions.

Even if resources became suddenly more plentiful and more space for students was made available in our public and private institutions, many of the selective admissions standards requirements and practices would continue. Many educators believe that admission to college should be granted only to those who can demonstrate by earlier classroom or test performance that they will do well at the next level. In other words, only those who have a good prediction for academic success should be admitted. Test scores and grades will probably continue to be the primary means by which "success" predictions will be made, so it is doubtful that Florida would adopt a completely open admissions concept, even if resources were there to do it. The key to liberalizing admissions appears to be in

developing alternative means of assessing the fitness of prospective students. Competency-based evaluation may be one alternative. Transfer from one level to another or one institution to another might well be based upon competencies acquired and validated, not as it is now, on the basis of how well a student performs in relation to other students in courses and on admissions tests.

The admissions barrier to adult would-be-learners is significant today. If, for economic reasons, enrollment growth is sharply curtailed, available educational resources may be allocated solely to younger people, those who have rarely, if ever, been out of school, those who are affluent, and to those who are willing and able to learn via traditional modes of classroom instruction. Part-time students, although they have increased dramatically in numbers and percentage of enrollment, are vulnerable to being discriminated against in favor of full-time students. In the more competitive professions, such as law and medicine, part-time students traditionally are virtually excluded. If other fields become more competitive, because of impending enrollment cutbacks or austerity, part-time students may be at the least temporarily discouraged, if not excluded from admission to more and more of our programs. The door should not be shut to our part-time learners and adult would-be-learners in times of austerity by arbitrary policies of exclusion or through discriminatory admissions requirements and practices.

G. Other Special Problems of Learners

Many women encounter problems in gaining access to available educational resources. Child care and other traditional family responsibilities are obstacles, as are attitudes of society which tend to stereotype women into narrow work and leadership roles.

The expansion of evening and weekend programs and the proliferation of off-campus instructional sites have reduced these time-space constraints which confront women. The establishment of child day-care centers, some on campuses, has enabled women to pursue educational and career objectives simultaneously.

The other access problem for women is generated by a complex societal attitude which pressures women into narrow career roles -- housewife, mother, school teacher, and nurse. Counselors and teachers in schools and colleges may often unwittingly play a part in reinforcing stereotypes of women adversely impacting important individual career, personal, and educational decisions. The recent attention given this damaging view of women by the media and through volunteer action has done much to sensitize academic communities to the need to breakdown career and occupational stereotypes. Through affirmative action programs, some of which have been born out of federal equal opportunity programs, have resulted a heightened consciousness and observable efforts to increase the proportion of women on college and university faculties, administrations, and on governing boards. There is strong evidence that the traditional professional schools, such as law, business, and medicine, have aggressively in recent years attempted to recruit more women students. These actions have not eradicated the attitudinal problem many women encounter in striving for an expanded role in the societal affairs of government, business, industry, and the professions, but they represent significant progress.

There are about 40,000 Floridians who are physically handicapped, where they are either unable to be mobile or have impairments of sight and hearing or other physical disabilities. Most of these people do not have mental handicaps and virtually all need and want the opportunity to live

productive lives. There have been for some time at the public school level special programs for the handicapped, including complete schools for the deaf and blind. Post-secondary educational institutions have not been as able to meet the needs of such people. Except for putting ramps at building entrances or providing a reader service for blind students on some campuses, and offering a few special programs in three or four community colleges, the handicapped student generally has not been accommodated. The state has made a considerable effort to provide rehabilitation and special basic schooling programs for handicapped people, but it has not had an equal effort at the post-secondary level, especially for those who may be homebound temporarily or for a lifetime. An in-depth assessment of this situation is warranted.

Other Floridians have cultural and ethnic handicaps which impair their chances to gain access. Because of centuries of discrimination, the black minority population in Florida and elsewhere has not had an equal share of educational advantages. Discrimination and isolation from needed educational resources in years past have left a significant portion of the adult black population without fundamental learning skills. It should be said, however, that there are numbers of people in the white majority who have for other reasons than color been isolated from adequate resources and find themselves disadvantaged in the same way as some blacks in meeting the demands of a highly technical and complex modern society.

The effort to help disadvantaged minorities is one in which the Federal Government and the courts have played a powerful role. Under a State Plan for Equalizing Educational Opportunity public post-secondary education is attempting to remove barriers to access for disadvantaged minority persons. Without going into detail about the Plan, if it is successful, the last vestiges

of the dual and discriminatory system of education in Florida should be erased by 1980. Special recruitment programs have been mounted to increase the number of minority students in predominantly white public institutions and to increase the number of white students in predominantly black Florida A & M University. Community colleges and universities have installed compensatory education programs which are designed to remedy learning disabilities which may exist for such students to enable them to compete in the mainstream of traditional academe. Despite economic austerity in Florida, the public sector of post-secondary education is committed to serving disadvantaged, minority students.

While it may be difficult to add much to the carefully developed State Plan, a question is raised as to whether the Plan goes far enough. The State Plan primarily is directed at expanding access for minority persons who enter college as traditional students, students who move directly from high school to college without a break, not the older working citizen whose handicaps to access remain very great. The older minority persons may still suffer from the effects of schooling when they were younger that was blatantly inferior and discriminatory. What can be done for older generations, who sit in lower level and often unproductive positions in our work force; those who possess the native abilities to be more productive, if given access to the learning tools of our educational institutions? Should there not be a plan to reach these people equal to that which has been promulgated to assist the younger generation to meet the challenges and demands of living in our society? The barriers to access for older minority persons are fearfully high. They are the barriers of ignorance, alienation, poverty, and all the other psychological and social handicaps which are the legacies of segregation and discrimination.

The success in the efffort to reduce the barrier to racial minorities cannot be estimated in purely numeric terms for progress in eradicating injustice can only be measured by the extent to which our society becomes more humane, tolerant and sensitive to the needs of all people. While more resources can be directed to meeting the needs of this group to help them overcome handicaps, programs must be conducted in a steadily improving climate of better human relations, an endeavor in which many segments of society play a part, but in which education at all levels has a major share of responsibility.

Florida has a large number and a high percentage of its population who are foreign born, the most evident group is from Cuba and other parts of Latin America. There are over 450,000 persons in Florida whose first language is Spanish. There are significant numbers of other persons in Florida whose first language is not English. It can be psychologically traumatic and damaging to rob a person of his language by forcing him to adopt another. To a degree a person's self-concept is wrapped up in his language. Thought and cultural patterns are inextricably linked to the tongue we speak. We have many people in our society who have been born and reared here but because of their cultural or ethnic background or isolation, speak a patois or a non-standard English. These persons, as it is the case with many foreign born, encounter serious problems in our formal schooling systems at all levels and have linguistic handicaps in functioning productively in our society.

What is being done in Florida to help people who have linguistic differences and handicaps? The University of Florida, Florida State University, the University of Miami, Florida Institute of Technology and Miami-Dade Community College have English as a Second Language (ESL)

programs to help non-English speakers become competent in English. However, these programs are generally small in scale and serve fully sponsored foreign students who need a crash course in English to be able to attend classes. These foreign students in all likelihood will live in Florida only during college and then upon graduation return home. The ESL programs generally are not geared to Florida citizens who are often as equally handicapped as foreign students with respect to English proficiency. ESL programs in the public universities are self-supporting, maintaining themselves on special fees. Although the ESL program directors may wish to serve a broader clientele, resources are not currently adequate to do so. The primary way universities are meeting the need for ESL programs is by training teachers of English as a Second Language to work in the public schools. Although it is very important to supply the schools with such ESL teachers, they will deal basically with the very young. Unfortunately, we are unable to provide ESL programs to foreign speaking adults.

Although it is important for foreigners to gain competence in English, ideally people should be bilingual. Miami and South Florida have become virtually bilingual in Spanish and English. The city of Miami is officially designated as a bilingual. There are many people beginning to accept the idea that our Spanish speaking minority has a right to preserve its language and believe that the English majority should try harder to learn Spanish. Expectedly, bilingual education has made strong progress in the Miami area. The Miami public schools, Miami-Dade Community College and Florida International University are offering many of their courses on a bilingual basis. Non-Spanish speaking administrators and faculty at Florida International have

been taking courses in Spanish since the institution opened in 1972, so that they can better relate to the large numbers of Spanish speaking students. Miami-Dade Community College also offers many of its courses in Spanish and assists non-Spanish speaking faculty and administrators to learn the language. Recently Miami-Dade produced a Spanish version of its television course Man and Environment.

Although progress has been made to meet needs for bilingual education in Florida, the unmet needs remain staggering. When one considers the potential barrier to learning due to the inability to communicate in the language of the dominant culture it is evident that for many Spanish speaking Floridians the language barrier is extremely high and access to knowledge, for those affected, a dim hope.

H. Access Problems from the Institutional View

The commission surveyed all Florida colleges and universities, to determine to what extent each was engaged in educational outreach and to inquire what barriers exist to expansion of programs. Much of the reported activity has been already mentioned in this chapter. During the past two decades, Florida colleges and universities have enormously expanded their outreach activities to hundreds of thousands of citizens they did not reach before especially with respect to extending opportunities for traditional classroom instructional programs. There is abundant evidence of willingness to do more, if resources are made available, particularly with respect to conducting research on state problems and in offering increased community service. The survey reveals overwhelmingly that

the major problem in extending outreach is the lack of funds. Other barriers were mentioned: no time to plan and develop programs, no resources to assess needs, and no personnel to carry out programs. Some educators reported that certain internal and state administrative procedures discourage outreach. Some of these institutional procedures which discourage outreach may be those which involve the faculty reward system that determines appointment, promotion, and tenure.

The survey reveals that most institutions have expressed their committment to educational outreach through instructional programs, however, many institutions, particularly the community colleges, believe they have made substantial contributions in the area of community service. The universities believe they are making significant contributions through research. The private institutions regard themselves as less involved in research and community service and more involved in instruction. It is impossible from the survey to assess precisely the extent to which needs are being met, but the institutions claim they are now active and committed and would be willing to do much more if support were forthcoming.

I. Problems of Coordination and Interinstitutional Cooperation

Florida, like many other states, has a very wide diversity of public and private educational institutions, resulting in a complex network of educational resources stretching hundreds of miles from one end of the state to the other. Problems of coordination and cooperation in a state like Florida are to be expected. A lack of coordination and cooperation can result in a serious waste of precious educational resources through needless duplication of effort. Without

coordination and cooperation, consumers, whether they be individuals or business and government organizations, easily become bewildered in finding appropriate resources and services to meet their needs. Coordination and cooperation in post-secondary education is a major problem which unfortunately has not been solved anywhere in the country.

What is the Florida situation with respect to coordination and cooperation in education? The picture is clouded by one's particular vantage point. To some the plethora and welter of institutions in Florida appears to be an unmanageable tangle of institutional vested interests locked in never-ending territorial battles. To others, Florida is a bellwether state, having made considerable progress in bringing diverse and often competitive educational institutions together in a productive atmosphere of trust and cooperation. Doubtless, the truth lies in between these two extreme perceptions.

Florida has a maze of institutions, each with its own character, governance structures, and clienteles. In many ways Florida is blessed and enriched by having a diversity of institutions providing learners and organizations a wide choice of educational options. There is a human tendency always to want complexity reduced to the simplest common denominator. To make all educational institutions alike may rob individuals of important educational choices which preserve and enhance human freedom to develop as different individuals. On the other hand, if institutional diversity is used as a "smokescreen" to abuse individual learner rights to educational access or if it becomes a blind, behind which petty educational or political vested interests aggrandize themselves, diversity must be tempered by con-

trols which place limits upon how far institutions may diversify.

Florida has attempted to take a middle course between the poles described above. It has spurned the idea, at least for the time being, that a super governing board is needed to resolve coordination problems. The public universities are governed by a single Board of Regents which has authority to manage, monitor, control, evaluate, and coordinate the operations of the nine separate universities. The Board of Regents establishes many systemwide policies which affect the operations of the universities, however, it also attempts to leave most management decisions, insofar as possible, at the local level. The Regents allocate funds on a lump sum basis to the institutions and hold them accountable to use funds in accordance with state law and Regents' policies. Academic programs are reviewed and approved by the Regents in order to avoid needless program duplication and to provide a measure of quality control.

The public community colleges are governed by local district Boards of Trustees, which have considerable authority to manage the operations of the colleges within State Board of Education policies and resource constraints imposed by the legislature. The Board of Education has the authority to create policy for the community colleges but does not have a similar policy making authority over the public universities. The State Board of Education can only approve or disapprove policies passed by the Board of Regents. Although governance structures differ between community colleges and universities, they do not in themselves necessarily preclude coordination and cooperation.

Facilitating coordination and cooperation within the community college system and between the university system and the community

colleges, is the Division of Community Colleges in the Department of Education. The Division plays a strong role in the development of state level educational policies and in allocating resources to the community colleges, although heavy stress is placed upon institutional participation in such important matters.

Private colleges, universities, and junior colleges are governed by self-perpetuating Boards of Trustees, which function as non-profit corporate entities in the same legal relationship as corporations for profit function. Private institutions are chartered by the state, and if not accredited by the Southern Association of Colleges and Schools, they are licensed by the State Board of Independent Colleges, a board established three years ago by the Legislature to drive so called "diploma mills" from the state and legitimatize honest efforts at educational innovation and delivery in the private sector. The Independent Colleges and Universities of Florida (ICUF), an organization of eighteen of the private colleges and universities formed a number of years ago, facilitates the sharing of vital information about private higher education in the state and transmits to the legislature common concerns. Private colleges and universities, by their corporate legal status, are separate and autonomous institutions which cannot be directly controlled by the Florida Board of Education or the Florida Board of Regents. Coordination and cooperation with the other sectors of education on the part of private institutions is and must be on a voluntary basis.

Increasingly, the Board of Regents has coordinated the State University System's development with the public community colleges and the private sector. In the conduct of feasibility studies for

new institutions or institutional branch campus operations, the extent of services being provided in an area by other existing institutions is always evaluated and considered. There is an agreement that the universities will not offer lower division continuing education programs, unless the local community college cannot offer such programs. There is a similar kind of territorial agreement within the State University System with respect to the offering of continuing education courses outside of designated geographic service regions.

Private institutions, particularly the University of Miami, Florida Institute of Technology, and Nova, have cooperated with the State University System Institute of Oceanography in important research projects. All academic libraries in Florida share resources on an inter-library loan basis and are expected to cooperate even more vigorously in the future as the Southeastern Library Network (SOLINET) associated with the Southern Regional Education Board brings all libraries, including public libraries, into computer terminal access to a common computerized bibliographic data base. Florida's libraries are already cooperating through SOLINET to build the computer network which will facilitate library automation, the sharing of technical processing, the expansion of inter-library loans and cooperative materials acquisitions.

In the area of student transfer, the Statewide Articulation Agreement between the public universities and the community colleges, has accomplished much to reduce the problems students had encountered in moving from institution to institution and from one level to the next. Community college graduates with Associate of Arts degrees normally move unencumbered into the upper levels of our public universities on an equal basis with native lower division students moving up. Recent

enrollment cutbacks, however, may seriously affect the smooth transfer of students from one institution to another, making admission more competitive as available space is reduced. Few states have developed as successful a mechanism for ameliorating articulation problems as the Statewide Articulation Coordinating Committee, upon which representatives from the community colleges, the public universities, and the Commissioner of Education's staff serve.

The Florida Post-Secondary Education Commission (Section 1202 Commission) is by Florida Statute designated as the State Planning Commission for Higher Education. All segments of Florida post-secondary education are represented on this commission, which is the appropriate agency providing continuing evaluation for and recommendations to the Board of Education, the Board of Regents, the Legislature, and the institutions involved with respect to a total coordinated system of delivery of educational services. It is the nearest thing in Florida to an over-arching coordination agency.

What are the major problems, then, in bringing about closer and more effective coordination? One difficulty is that many post-secondary educational activities impact and overlap those at the secondary level of education. There is no comparable body to the 1202 Commission to facilitate cooperation. The Statewide Articulation Coordinating Committee deals only with student transfer problems within the public post-secondary sector and does not include concerns which arise out of poor articulation with the secondary schools and the private institutions.

With the tremendous amount of outreach educational and service activity in the state at all levels and among the some seventy post-

secondary institutions, overlapping efforts at the everyday operating level is in many respects inevitable. Institutions many times wander into one another's service territories, not from imperialistic motivations, but usually because there is no way to know systematically what programs institutions are offering at which locations. Institutional knowledge of one another's programs and activities is essential to better coordination and effective cooperation. The consumer has an equally persuasive need to know where programs exist. Where can consumers go to find up-to-date program information? There is no mechanism functioning at the present time that systematically and routinely assesses local, regional, and state educational service needs, whether they be individual, organization, instructional, or research. It is difficult to determine where one plunges into the problem. Should the attack be at the local level, the regional level, the state level, or on all fronts concurrently?

Many coordination and cooperation problems still exist. Present structures may or may not be adequate to what must be done, however, there is willingness on the part of all concerned to assess needs and find solutions to problems.

CHAPTER IV

THE PERCEPTION OF NEEDS FOR ACCESS: DATA COLLECTION AND ANALYSIS

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THE PERCEPTION OF NEEDS FOR ACCESS: DATA COLLECTION AND ANALYSIS

Abstract

Chapter IV is concerned with the Commission's data collection efforts. Among these were a survey of a representative sample of the adult population of Florida, interviews with organizational leaders from across the state regarding perceived needs for educational outreach, a survey of library service needs of continuing education students -- instructional, research and other services, and an extensive review of the literature on educational outreach (see Volume III).

An estimated 2.4 million adults are seriously interested in beginning a post-secondary educational pursuit within the next two years. Most of the areas of study desired by the would-be-learners include subjects and courses which are offered or could be offered by community colleges and universities. The most frequently cited motivations for engaging in such post-secondary learning pursuits were "to be better informed" or "learning for its own sake." While the largest proportion preferred to study via traditional classroom approaches, a large number favored methods involving short conference workshops and on-the-job training. Only one-third of all would-be-learners preferred to study on a college campus. Of the 2.4 million would-be-learners, 78.3 percent reported that they would be unwilling to travel more than 30 minutes (one way) to learn. On the average, would-be-learners were willing to commit five to six hours per week to such study and travel, even though their average free time available each week was only eleven to fifteen hours. Nearly four of ten would-be-learners reported that they did not desire any particular type of credit for their proposed study, 15 percent wanted only a certificate of completion, and 47 percent wanted credit toward a license or academic degree. This latter percentage is projected to represent nearly 1.1 million would-be-learners. Nearly one-half of the would-be-learners were willing to spend more than one year studying their specific area of interest. The most frequently cited obstacles to participation were time and costs, in that order. However, health problems and "old age" were the major barriers for nearly one in four respondents -- an estimated one-half million would-be-learners. Approximately one-half of the respondents felt the cost of continuing education should be shared by some level of government and the individual. Nearly two-fifths of the adult population of Florida is projected to be interested in discussing their adult education

plans with a trained counselor -- an estimated 2.2 million persons. One-third of the respondents reported that the higher education institutions in the state had been of personal benefit to them.

The organizational leaders' interviews suggested that the educational and training programs provided for employees vary widely from agency to agency. For the most part, such programs appear to be provided on a rather "random" or "as needed" basis. Business and industry programs tended to be geared toward problem-solving, while governmental agencies stressed leadership development. Nearly all leaders reported some degree of cooperation with Florida's post-secondary educational institutions. Again, this cooperation varied widely across agencies and appeared, for the most part, rather informal. Some respondents expressed concern for the educational establishment's ability to meet their specific needs. The leaders cited five categories of barriers to expanded cooperation with post-secondary institutions. These were: (1) time and place constraints, (2) economic constraints, (3) coordination and communication constraints, (4) "ivory-tower" constraints, and (5) organizationally-unique constraints (e.g., bilingual education needs). It appears that, in general, organizations are making only modest efforts to provide educational guidance and counseling services to employees; many, however, do have incentive programs for educational participation (e.g., tuition refunds).

With regard to organizational leaders' perceptions of research and other service outreach, the following highlights were noted: (1) leaders strongly stressed the need for a greater commitment to service by educational institutions and by the state; (2) widespread support was found for earmarking state funds for mission-oriented research; (3) leaders urged institutions to develop incentive and reward systems which would encourage faculty to engage in service and applied research activity; (4) some confusion was noted by leaders with respect to gaining entree to the outreach capabilities of post-secondary educational institutions; (5) consulting services were desired by organizational leaders though some felt that some faculties were more interested in research grants and others were not sufficiently experienced in dealing with applied problems in their disciplines; (6) a frequently mentioned area of need was that of an improved data base especially developed for the State of Florida; and (7) leaders made a plea for post-secondary institutions to develop improved procedures and channels for communicating with organizations and with the public.

The continuing education student and faculty library services study had as its objective to determine to what extent continuing education students and faculty in credit courses utilize library resources, where they obtain such resources, and how they rate

the services provided by the libraries. 148 faculty and 407 students, a one-in-ten random sample of all enrolled in SUS continuing education courses in the fall 1975 term, completed the questionnaires. The survey yielded certain demographic data about the continuing education students, revealing that the typical student is a female, thirty-five years old, employed full-time, has completed at least a Bachelor's degree, and is enrolled for degree credit in an Education course being offered at least twenty-five miles from the main campus. The surveys revealed that while no critical problems appear to exist for this clientele in gaining access to libraries and services, better coordination among and between university, community college, and public libraries is needed. Other off-campus clienteles need to be studied to determine the extent of their needs. The study revealed that students and faculty perceive that the quality of courses is not diminished because they are offered off-campus and if they are different, differences are not attributable to library service. Most importantly the survey indicated that if students used libraries heavily, they rated services highly and further appeared to use library materials beyond those required in the course, which has important implications for a society which has become increasingly dependent upon mass media for the transmission of knowledge and ideas.

The chapter ends with a summary of instructional outreach and research and other services literature and a brief section summarizing several national studies of post-secondary adult education.

CHAPTER IV

THE PERCEPTION OF NEEDS FOR ACCESS: DATA COLLECTION AND ANALYSIS

A. INTRODUCTION

In the preceding chapter, the expansion of educational outreach by Florida's post-secondary educational institutions was documented. Here our attention turns to the currently perceived needs of the state's adult citizens and organizations. This chapter summarizes the findings of the five major data collection enterprises specifically conducted for the Commission on Educational Outreach and Service: (1) a state-wide adult population survey, (2) organizational leadership interviews regarding instructional outreach, (3) organizational leadership interviews concerning research and other knowledge-based services, (4) a survey of library services for continuing education, and (5) a survey of literature of educational outreach.[2] In each interviewing program, emphasis was placed upon the interest in non-traditional means of instruction, research, and other services outreach.

B. THE POPULATION SURVEY

During late summer 1975, a representative cross-section sample of adults living in Florida residences was selected. The multi-stage sample design provided for a random selection of adults in each of the state's

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[1]Details about the exact sampling procedure for these three surveys are presented in Volume II of the Commission's Report, as are the interview schedules and other related materials.

[2]The complete review of literature is provided as Volume III of the Commission's Report.

11 largest counties and 10 additional counties taken to represent the balance of Florida's population. Data collection was accomplished primarily through telephone interviews, with some household interviews where necessary. The interviews were conducted during October, November, and December of 1975. Forty-two percent (42.4%) of the adults interviewed replied that they were seriously interested in learning some skill or studying some topic and would like to begin their study within the next two years. Given that there are approximately 5.8 million adults in the state (17 years or older), this suggests an optimum demand for adult learning activities upward of 2.4 million persons.[3]

Preferred Area of Study

The "potential learners" were asked to indicate what area (subject, topic, skill, etc.) they were most interested in pursuing. The most frequently mentioned areas of learning ("first choice") were courses that are presently offered at colleges and universities and are best identified as disciplines. Twenty-two percent of these respondents listed such interests as biology, creative writing, fine arts, mathematics, chemistry, social sciences, etc. Courses or studies more clearly linked to an occupation or profession such as fashion design, cosmetology, medical technology, nursing, journalism, law, etc. accounted for 16 percent of the first choice responses. The above distinction is quite an arbitrary one; taken together these two categories of learning comprise 38 percent of the potential learners' first choice study. Put differently, upward of

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[3]Caution should be exercised in making projections. It is possible that respondents were biased toward those interested in continuing education and, more importantly, intentions do not always translate into actual behavior. However, these population estimates give a better sense of the scale of the enterprise we are discussing.

900,000 adults are interested in these areas of learning which are currently and traditionally offered at many of our colleges and universities.[4]

Studies clearly classifiable as business skills and business management accounted for 14 percent of first choice responses or roughly 330,000 potential adult learners. The first preference of 10.6 percent of the respondents were educational training in technical-vocational areas like industrial trade skills (welding, carpentry, etc.), television repair, drafting, etc.

Learning interests fairly frequently mentioned included studying home and family life (child development, parenthood classes, etc.), developing hobbies and leisure time pursuits (crafts, gardening, sports), and "personal development" with interests ranging across a broad spectrum from financial investment to the occult. This suggests that the first preference of one in four potential learners (approximately 600,000) is a leisure time activitiy, which, for the most part, is not related to current or potential occupation.

Interestingly, 3.5 percent of the respondents mentioned reading, writing, and math skills. Whereas this is a comparatively small proportion, when projected as a population estimate, it suggests that there are upwards of 80,000 adults who recognize their inabilities in these basic areas. A matter of concern is that only four individuals gave a first preference as public affairs (citizenship, conservation, community problems, consumer education, current events), and it is the second choice area of study for only two persons.

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[4]It should be made clear that respondents were instructed not to list subjects that they had already taken or were taking as full-time students.

Motivation for Wanting to Learn

The most important reason by far for wanting to learn is that people want to be better informed, to learn for its own sake (39.1 percent); the next most important reason for wanting to learn is to acquire a different job (14 percent); and a third significant reason for wanting to learn is to gain additional skills to advance within their present job (11.2 percent). The reasons stated by the remaining one-third of the respondents are so varied that they are difficult to summarize, they range from being a better spouse to improving one's spiritual well being. One might conclude that the learning activities in which people say they are willing to invest represent decidedly "selfish" interests, oriented to some form of self improvement, be it financial or other. This could be anticipated by the virtual lack of interest in public or community affairs mentioned above.

Preferred Method of Study

Potential learners were asked to indicate, from a considerable variety of means, what method of learning they would prefer for their area of study. Most preferred is the conventional classroom lecture method, followed by a preference for some type of short term conference (workshop) --19.3 percent and on-the-job training (17.1 percent). Few people claim to be interested in learning within discussion groups or on action projects, 5.2 and 3.3 percent, respectively. Again we should remember the approximate numbers of potential learners we are estimating. For example, the above suggest that as many as 290,000 adults may seriously consider studying a skill or subject on their own without any formal classes.

Preferred Location of Learning Activity

Closely related to how people choose to learn is the question of where they would prefer to do so. In order of their preferences, the respondents wished to learn at the following locations: a college or university campus -- 36.2 percent; a local high or elementary school -- 17.6 percent; on-the-job -- 17.3 percent; at a community center -- 13.0 percent; and at home -- 11.1 percent. Why do people wish to study at the locations given? More than two of five respondents said "convenience" is the most important reason. The remaining reasons were varied. Interestingly, few people mentioned the quality or prestige of the school or college and not one person mentioned the cost!

Travel Time Constraints

It is one matter to profess an interest in learning something and still another to devote a sufficient amount of time to actually acquire that knowledge or skill. Potential learners were asked how much time (one-way travel time) they were willing to spend traveling to learn their first choice subject. The average response was between 25 and 30 minutes. Twenty minutes was a maximum length of time for 41 percent of the respondents, and 78.3 percent said they would be unwilling to travel more than 30 minutes in each direction. One respondent in four would be unwilling to spend more than 15 minutes.

How many hours a week did these adults wish to devote to their study (including travel)? The average person said between five and six hours. Fewer than one-third were willing to spend as many as ten hours a week, and nearly one in four (23.1 percent) was unwilling to spend more than three hours a week learning their first choice subject or skill.

A comparison of would-be learners and current students indicates that actual learners spend considerably less travel time than potential learners indicated they would invest; 91.7 percent spend fewer than 30 minutes in one-way travel time. However, the responses of current learners regarding how many hours a week they actually study are similar to the estimates that the potential learners stated they would invest. Finally, all respondents were asked to estimate the number of hours of "free time" they felt they had during an average week. The overall average is between 11 and 15 hours, and nearly 32 percent replied that they have over 20 hours of free time per week. These "free time" estimates exceed considerably both the amount of time adults claim they would be willing to invest in continuing education and the amount of time current students state that they actually do spend.

Desire for Degree or Certification

Nearly forty percent (38.4 percent) of the respondents did not want credit of any kind. Extrapolating again, this translates to approximately 900,000 adults in Florida who wish to participate in a post-secondary learning program but who profess no current interest in credentialing. Another 15 percent would like to receive a certificate of completion in recognition for their learning. The remaining respondents wish to work toward some type of credential and, whereas this represents somewhat less than one-half the would-be learners (47 percent), it suggests upward of 1.1 million adults may seriously wish to pursue post-secondary education for such purposes. Of these individuals who express interest in credentials other than the certificate, nearly a third wish to earn a professional license, approximately a fourth wish to complete a four-year

undergraduate degree and some 15 to 20 percent would like to complete a two-year (associate) degree. Comparatively few respondents (2.7 percent) said they would like to work toward a high school diploma.

Respondents were asked to indicate what degree or certificate, if any, they would like to earn in the next five to ten years, assuming that they had the opportunity. Three out of five adults (61.5 percent) responded "none." The remainder of the respondents would "ideally" like to receive the following credentials, in order of frequency of mention: four-year undergraduate degree -- 12.2 percent; a certificate or license -- 7.6 percent; masters degree -- 6.4 percent; a high school diploma -- 3.9 percent; a two-year (associate) degree -- 3.6 percent; a doctoral degree -- 3.1 percent. This implies that to the extent that adults could overcome barriers to further education and realize their wishes, there might be upward of 1.9 million pursuing degrees or certificates. This figure is, of course, over inflated. It does not, for example, address the capability of people to attain that which they would like to achieve. No matter how crude an estimate, however, it does give some notion of the scope of an educational system that would meet the needs of people in accord with the credo and principles presented in Chapter I.

Long-Term Time Commitment

The data suggests that potential learners have a comparatively long-term commitment in mind. When asked how long they were willing to devote to studying their first choice subject, nearly one-half of the respondents replied at least one year. An additional one in four (26.5 percent) said that they would be willing to study for as long as it was necessary (to become competent, to finish, etc.). The apparent long-term commitment

to continuing education would appear to have validity given the time most respondents were willing or able to devote to learning activities.

Obstacles to Participation

The foregoing discussion provides a brief sketch of the perceived needs (or interests) of potential adult learners. There are, of course, many things that present themselves as obstacles to beginning or continuing adult learning programs. All respondents were asked what they perceived to be the most difficult obstacle to furthering their education. Clearly the perception that there is too little time is the most frequently mentioned. Twenty percent (19.7 percent) claim that there simply is not enough time. However, another 15.2 percent and 9.6 percent claim that their home and job responsibilities, respectively, would keep them from engaging in further learning. Therefore, 45 percent of the adults surveyed view the lack of available time as the major factor that keeps them from participating in additional studies. Surprisingly, only 14 percent report the expense of learning as the chief obstacle; and only three percent claim transportation difficulties as being of paramount importance. (Again, however, if this three percent is translated into a population estimate, it suggests that as many as 170,000 adults who would otherwise participate in adult learning perceive this to be impossible due to inaccessible transportation.) Old age (11.6 percent) and health problems (10.9 percent) combine to account for the most important obstacle for nearly one in every four respondents. These respondents are, as would be expected, disproportionately older citizens.

Responsibility for Educational Expense

Adults in the survey were asked who they felt ought to finance continuing

adult education. Whereas comparatively few adults are in the position of being able to understand fully how education is financed, nonetheless, the responses are attitudinally interesting. Thirty-six percent felt that the individual should bear the total expense. Forty-seven percent felt that the cost should be shared by the individual and another party, and 14.4 percent said that such learning programs should be free-of-charge to interested adults.[5] Those who responded "share" or "free" were asked what institution or agency they felt ought to share or assume the cost of these kinds of learning programs. Nearly 90 percent felt that some level of government should contribute to the cost of adult education -- 44.3 percent said state, 34.5 percent said federal, and 10.0 percent said local. Almost six percent of the respondents suggested that the education institutions, themselves, should assume the costs! Very few people thought family and philanthropy are appropriate sources of revenue.

Desire for Professional Counselling and Program Planning

Thirty-eight percent (38.1%) of the respondents answered "yes" to the question: "If it were available, would you like to take the opportunity to discuss with a trained professional your educational plans, learn more about your learning abilities, and explore what educational programs exist that might be interesting and beneficial?" In keeping with our estimates above, this suggests that there may be as many as 2.2 million people in the state who would be willing and interested in talking to an adult education counselor.

Benefits of Higher Education

Interviewees were asked the following question: "Thinking for a moment

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[5]A number of respondents answered that who paid should depend upon the financial resources of the learner.

about your own life, have there been one or more occasions when the higher education schools (colleges, universities) of Florida have been beneficial to you?" One-third of the respondents replied, "yes". This means that possibly as many as 1.9 million Florida residents perceive that they have personally benefitted from the colleges and universities, in some way.

Slightly more than one in five respondents (21.4 percent) reported that they had studied or were studying some subject or skill (excluding studies taken as full-time students) in some programmatic fashion during the past year. This gives us a rough estimate of 1.2 million current adult learners. (This includes some full-time students who are studying in addition to their college course work.) The interesting point of comparison here is with the potential learners discussed above.[6] Generally the potential students' responses to what they would like to study, where, how, and why, are very similar to the replies current students give regarding the studies in which they are actually engaged. Some of the differences between the two groups include: current or part-time students seem more likely to study business and less likely to enroll in vocational-technical courses than potential learners' interests would indicate; whereas the preferences of the potential learners rank the same as the current students in terms of method of instruction, current learners are receiving instruction via conventional class lecture far more frequently than preferences would suggest: part-time learners were slightly less likely to study on campus and at home, and more likely to study on-the-job than one would have predicted from potential learners' responses; the first reason for studying

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[6]A comparison of the two profiles is given in tabular form in Volume II.

for part-time students was considerably more related to employment than the intentions of potential learners would suggest; in fact, a third of the current students say they are studying to get a new job, advance on their current job, or meet the requirements of their present job. This would suggest that there may be upward of 380,000 students engaged in some type of systematic, job-related adult education at any time.

C. INSTRUCTIONAL OUTREACH NEEDS AS PERCEIVED BY ORGANIZATIONAL LEADERS

In addition to individual citizens, Florida's post-secondary institutions serve and are linked in various ways to a large number of private and public organizations. These organizations are not only important clientele for the instructional services provided, but many of these institutions offer some kind of continuing education themselves. The Task Force on Educational Services, therefore, conducted interviews with prominent spokespersons in various state agencies, local and state government, business and industry, and other associations who employ large numbers of adults. Particular attention was given to the perception of these individuals regarding the kinds of outreach instruction they felt was needed and would increasingly be needed in the immediate future. The following summary of findings is primarily based upon 24 interviews; eight additional interviews arrived too late to be fully incorporated in the analysis, but some of the insights and views of those leaders are included wherever possible.

Size of Employee Training Programs

Three out of four of the respondents indicated that their organization had some type of employee training program. On closer examination, it was

apparent that "program" meant different things to different respondents or to their organizations. It was often particularly difficult to assess the scope or format of these programs. When figures were provided, the range of reported expenditures was from $5,000 to $250,000 per year. The number of employees enrolled averaged between 125 to 300, with a range from 12 to 20,000.

Purpose of Training Programs

The description of the available training programs varied considerably. In terms of the content of the training, it appears that businesses seem to be most concerned with either the technical competencies of employees or their problem solving capabilities. They tend to have specific training programs for very specific needs. Governmental and associational programs, on the other hand, are much more likely to conduct or sponsor education that might be described as "leadership development" or "interactional training."

Cooperation With Educational Institutions

The instructional outreach interviews suggested that fewer organizations than one might have expected have viable in-house instructional programs. These organizations rely rather heavily upon outside agents to provide key elements in the organization's overall educational program.

All but two respondents indicated that their organization was at least minimally cooperating with some community college or university at the present time. Just as proximity appeared to be important to students, so it appears to be important to the instructional clientele as well. Most institutions dealt with both the university and community college in their own geographical area of the state. The courses and programs varied

widely from organization to organization and were very much dependent upon each organization's unique needs. Most leaders indicated satisfaction with these liaisons, but there was a tone of reserve in their replies. These (often unspecified) reservations usually seemed connected with the respondent's perception of the ability of the educational institution to deal specifically wtih the needs of the particular organization and its employees.

The Task Force on Educational Services was particularly interested in the extent to which organizations viewed universities and colleges as important providers and potential providers of continuing employee education. The respondents were asked what they felt were (would be) major incentives for establishing close working relationships with educational institutions. The respondents' discussion indicated that most felt that there were incentives and these were readily separated into two types: incentives for the organization and incentives for the employees as individuals. (The latter incentives are discussed in the Section on page 85.) With regard to the former, the respondents indicated that successful working arrangements would serve to keep their organizations current in a rapidly changing society and that the management skills of the organization within such a context could be sharpened. Many respondents also mentioned the desire to bring into their organization consultants from universities as advisors on technical, scientific, financial, and management problems.

Impediments to Cooperative Programs

Respondents also discussed major impediments to establishing working relationships with colleges and universities. There was no lack of response to this item! Discussion of impediments can be related to five categories.

One of these dealt with time and place constraints. Employers saw the university and college schedule of classes and their academic calendars as preventing many employees from attending. Other respondents mentioned the changing or unusual work schedules which their organizations imposed upon employees. Some employers felt that local colleges and universities were inaccessible due to poor transportation facilities which affected a number of workers. Others anticipated enrollment ceilings and reductions as being particularly disadvantageous to the part-time adult learner in the immediate future.

Perceived economic constraints was another category of response. Several respondents mentioned cutbacks in the state education budget or a budget that failed to grow in terms of constant dollars thus resulting in the limitation of programs and especially non-credit programs which were beneficial to employees. Others questioned whether the organization could continue to afford instructional services if costs continued to rise. Two respondents foresaw that tuition was likely to become so costly as to make it necessary to conduct exclusively "in-house" training or do without.

Many respondents saw a definite need for improved coordination and communication between their organizations and the colleges and universities, also between the several educational institutions themselves. The term "inflexibility" was used by several to describe college and university requirements, schedules, prerequisites, etc. Many pointed to the fact that those relevant programs for employees were unknown to their employees and that this could be easily and inexpensively remedied.

A fourth and fairly frequently perceived impediment to a successful working relationship was essentially the "ivory tower" constraint.

Universities, particularly, and community colleges are not in the "real world." More specifically, many or most of their courses have little relevance to the respondents' organization and its problems, and educational institutions seem to be doing little to plan more effectively to deal with these problems.

Finally, other impediments could be best characterized as unique constraints to specific organizations. Examples of this kind of difficulty are the inaccessibility of bilingual instructors and the high mobility patterns of military personnel which severely hamper effective liaisons with colleges and universities.

Desired Curriculum

All respondents were asked to make suggestions regarding the content of adult education programs that they felt would be of most importance and benefit to their employees. The major suggestion was clearly that courses and programs should be made more relevant and that more courses and programs should be specifically related to job experiences. Respondents frequently said that education was overly abstract and of insufficient practical importance. A desire was stated for additional technical, licensure, and skill-maintenance "short-courses" which would help employees keep abreast of their fields. Several respondents requested additional courses in management. A different view was expressed by associational leaders who expressed interest in courses about communication skills, human relations, and life enrichment. These are the kinds of courses business and government interviewees often felt were too abundant and not very useful.

Guidance Programs and Adult Education Enrollment

The respondents were asked whether their organizations provided guidance and/or placement for those of their employees who might wish to further their education. A majority responded they did give such guidance, but close analysis of the responses reveals that most "counselling and placement" consists merely of encouraging employees to get as much education as possible. Agencies and organizations that provide counselling service usually locate it in the personnel departments. Only two organizations seemed to take active steps to counsel and place their employees. Few organizations stated what percentage of their employees were currently enrolled in adult education classes; those who did not had the impression that a substantial number of their employees were enrolled.

Incentives for Employee Participation

During the interviews, respondents were asked what kinds of incentives they provided for employees to continue their education. Approximately two-thirds offer financial incentives. It ranges from one-half of the tuition to full-tuition and expenses. The conditions under which these incentives were offered varied too. The three conditions most frequently given are: reimbursement on successful completion of the instructional program; incentives were available only for approved courses and programs; and incentives were available only for training that is demonstrably relevant to the employee's job.

Fewer than half of the respondents replied about non-financial incentives. Those who did usually said completing training programs or taking courses was often linked to promotion and increases in pay. The only other reply, but hardly a non-financial incentive, dealt with professional

incentives like obtaining a license or certificate.

Organizational leaders reported the same personal incentives that were reported in a state-wide survey of adults. They believed employees would find universities and colleges most helpful in upgrading their skills and knowledge and that enhancement could be translated into a better job (usually within the organization) or a certificate or license. They also mentioned the benefits of learning for its own sake and as a leisure time activity without regard to the job relatedness of the content.

Barriers to Participation in Organizational Programs

Organization leaders were asked to state what barriers might prevent their employees from enrolling in training programs and related adult education classes. The most common responses dealt with work schedule/time constraints and the lack of, or location of, proper courses. Other responses fixed responsibility for the problem on the employee; usually, he is simply not interested in further education.

D. RESEARCH AND OTHER SERVICE OUTREACH NEEDS AS PERCEIVED BY ORGANIZATIONAL LEADERS

Introduction

To assess the needs for research and other knowledge-based services that might be provided by universities and colleges, the Task Force on Research and Other Services directed its staff to conduct interviews with prominent officials and officers in various state agencies, local government units and regional planning councils, business organizations, and civic and professional organizations. Intensive interviews were conducted with

representatives of nineteen organizations and agencies in August, 1975. The interviews revealed much consistency and agreement about the perceived needs of the state and suggestions about how to meet them. All interviewees agreed that the potential benefits of an increased commitment to outreach service by the universities and colleges were very large and that an increased commitment should be made. Most interviewees felt that higher education in Florida lags behind that of other states in making such a commitment. Almost all interviewees believed Florida faculty were highly competent, and they were optimistic about the level of performance that could be expected of faculty in addressing the state's problems.

Need for a Commitment to Service by Educational Institutions

Many of those interviewed felt higher education should make a major and well-publicized commitment to service in order to meet the needs of Floridians. The interviewees believe higher education is making a substantial contribution to Florida through instruction, research, and service. However, they believe the contribution could be significantly increased if higher education would, along with its other activities, deliberately attempt to render direct services in considerable quantity. Such a commitment must be made by top administrators and by the individual faculty and staff members. This call for a major and visible commitment is based on two beliefs: the state could benefit greatly from increased outreach services from higher education and that outreach can occur only if there is a serious and major commitment.

One city manager emphasized "There is a great, great need for this type of thing." Several representatives of business felt they and their staffs

need periodic consultation from higher education to assure their professional development and that state and local agencies need similar technical assistance. They stressed that this would be good use of tax money. A representative of the health industry felt that higher educators have not been sufficiently involved in industry in the past, and they are greatly needed now to assist with health planning, management, and administrative development. A representative of banking and finance said this industry will have a greater demand for major university services in the coming decade.

Many of the interviewees felt that increased servicing of the needs of Florida will not be brought about merely by new pledges of cooperation and additional policy statements. A firm and open commitment to service is required. It must involve virtually all members of the academic community because it will require establishing new institutional arrangements, incentive systems, and other institutional changes. In addition to receiving support from the academic community, it must also have strong support from state government -- the Legislature, Cabinet, Board of Regents, and Department of Education. Some claim the initiative in developing the commitment to service rests with state government.

No interviewee suggested or implied that the universities and colleges should discard or reduce their traditional, on-campus activities (in fact, several positively stated the importance of maintaining and improving the traditional activities). But many said attitudes must change so that service will attain parity with instruction and research. Consider these comments which were made during the interviews:

"Need to recognize the service role of faculty as well as their need to publish."

"Need more emphasis on applied, operational research -- how to apply and use existing basic research."

"Need rewards and incentives for faculty engaged in service in addition to rewards for research and teaching."

Universities currently behave as if "...they have no time for public service."

"The attitude of universities (toward outreach) is important. The Institute for Food and Agricultural Sciences, for example, has a good service attitude. We should have more of such an attitude in the rest of the system."

"If a program is to be directed at serving state agencies, then serving the state must be an honored function on a level with teaching, graduate programs, and research."

Many of the differences between universities nationally in terms of business' reliance on them "...arise as much from attitude and commitment to outreach services as to differences in talent and capabilities of faculty."

"Credibility is the key. Credibility is built with time and performance, not with degrees and publication."

"Faculty and universities must take the initiative in developing a service relationship with business and industry."

"The expertise potential is simply not well known."

"Universities need to improve their image (and the attitudes of some universities) and get out knowledge of what is there."

In summary, those interviewed felt that increased service outreach by Florida's post-secondary institutions could bring significant benefits to the people of Florida and to the institutions themselves and that more service outreach should be undertaken and expanded. There was some feeling that Florida higher education, at all levels, has lagged behind other states in developing a service role; there was, however, an appreciation of a

good service attitude on the part of community colleges. Representatives of state agencies, local governments, and business and industry indicated a willingness to pay from their budget for good university outreach services. They also expressed support for the use of tax revenue for outreach and service on social problems.

Need for Applied Mission-Oriented Research

The general concept of earmarking funds for mission-oriented research on social problems received widespread support. The interviewees believe this would yield significant benefits to the people of Florida. But individuals had different reactions to and comments about specific details of the program for earmarking funds.

Representatives of several state agencies commented about the way priorities are determined and projects are selected. The following comments imply that previous priority lists did not reflect the most important and urgent research needs of state agencies. An agency representative claimed the program of earmarking funds was marred by "...marriages between agency people and faculty in putting forth proposals." That is, faculty could have contacted an agency with the ultimate result being the support of a project of special interest to the faculty instead of to the state. Another agency representative commented about this same problem as follows: "Faculty should not initiate proposals in the earmarked funds program." Many interviewees believe one method of overcoming this problem would be to require the state agency to be served by the project to share some of the research costs. Some caution is needed with this approach because the responsible agency might have insufficient funds in its budget even though the problem to be studied is of utmost importance to the state.

The willingness of an agency to share costs indicates the value it places on the project, but it cannot be the only criterion.

Another problem, according to interviewees, with the earmarked funds program is that insufficient time is allowed for formulating proposals. In 1974, the call for research requests was sent to agencies on June 17, and their responses were due by July 19. The detailed proposals that had to be prepared subsequently by faculty had to be completed in just five weeks. That is too little time in which to prepare an excellent research proposal. The problem is compounded when agencies are encouraged or required to participate in the financial support of the project. Agencies need far more lead time to plan their budget and participation. Also, four to five weeks is insufficient time for the universities to react by reassigning faculty and other resources. If the State University System is to continue and expand this program of mission-oriented research, then the lead time must be extended. Agencies and universities need as much as a year in which to plan projects.

Most of the agencies represented in the interviews were generally pleased with the service received from university faculty and administration on mission-oriented research projects, whether funded through earmarked funds or other arrangements. But there were some disappointments. Most complaints centered on the lack of incentives for university administrators and faculty to perform service roles, such as the earmarked research is interpreted to be. This problem is addressed later.

There is no reason to believe only state agencies can identify pressing problems that merit mission-oriented research in the public interest.

Several interviews suggested that the Board of Regents invite requests for proposals from local and regional government agencies and from public service organizations. According to them, the earmarked funds should be used for applied research in the public interest, and not just for research for state agencies.

There was a strong feeling that state universities should expand their involvement in mission-oriented research and that it should not be limited to the earmarked funds program. There is a growing demand for applied research in the state and there are many units that are willing to sponsor it. State agencies, local government units, and business stated their interest in increasing their research involvement through contracts with Florida's universities. But the universities must be receptive to such contractual agreements. First, they must be willing to perform mission-oriented research and they must project that willingness; second, they must provide liaison or coordination with the external groups in order to facilitate the joint endeavor; and third, they must reexamine their administrative and budgetary rules, eliminating or amending those that might prevent comfortable and equitable arrangements between them and this new clientele.

One barrier perceived by many interviewees is the fixed overhead charge on research and development contracts. That the overhead charge assessed by universities truly reflects the indirect costs of the university is the subject of widespread skepticism. The charge is seen as a very real barrier to increased use of university resources. Some suggested that the overhead charge be reviewed for the purpose of developing a more flexible and detailed cost allocation.

Need for Consulting Services

The interviews revealed considerable interest in and need for increased technical assistance and consulting services from the state's universities. State agencies, local governments, business, and industry are currently using faculty as one source of technical consulting services. But the extent to which agencies and businesses use faculty as opposed to private consulting firms or the faculty of out-of-state universities varies widely.

Those that significantly use Florida faculty are generally pleased with the service they receive. When asked for the reason Florida faculty were not used, non-users usually stated that they were not aware of faculty expertise in their area of interest or that they did not know how to get in touch with the proper people at the universities to establish a working arrangement. A few said universities were not really interested in helping them. Poor past performance by faculty was not a major reason for not using faculty for consultation.

A definite need emerged for universities to get information about their capacity to potential users. It should also give information about whom to contact and how to establish a working relationship. Perhaps a system-wide coordinator of outreach services should be designated who could serve as the initial contact, and who could identify the resources in the system for solution of the user's problem.

Many types of technical consulting needs (solutions to problems using the best current knowledge in a short time span) were revealed, including provision of technical information by answering questions, aid in developing in-house programs and capability, conducting feasibility studies and other short term projects directed at solving specific problems, analysis of program performance, and aid in personnel training programs. All of the state agencies expressed a desire for greater use of faculty in technical

consulting on their problems. Most of the local government representatives and about half of the business and industry representatives expressed similar feeling. Those businessmen not foreseeing greater use said their organization already made great use of faculty talents or that their organization had a large, internal research branch that met their needs with minimal outside input. Even businesses with large internal research programs in engineering and technical problems had some need for consultants on problems in business management, personnel relations, and training programs.

There were some complaints about an alleged lack of a positive interest in consulting outreach on the part of universities -- a feeling that universities are more interested in big grants for basic research. Another complaint expressed was that faculty are not highly experienced in handling applied problems in their area. However, it was agreed this inexperience could easily be best corrected by encouraging faculty to engage in outreach service on applied problem solving.

Personnel Development

The need was unanimously expressed for an outreach program of professional and/or graduate-level training in business and/or public adminstration for those who are in need of further education as a prerequisite to advancement. All the represented organizations have many employees who have advanced in the organization to a point where their lack of formal, graduate-level education in administration and decision making prevents further advancement. These people have obligations, family and job, that make it impossible for them to attend regular, daytime classes. They need access to non-traditional programs, involving night classes, correspondence courses, credit by examination, and short-term concentrated symposiums that yield credit applicable to the Master of Business Administration or Master of Public Administration degrees. Several interviewees stressed the need for degree credit as an incentive.

Local government and business representatives pointed out that the advent of affirmative action programs has substantially increased the need for outreach programs. Their organizations currently have minority employees who have potential and desire, but lack critical training. If a means of training can be found, they would prefer to advance these employees rather than seek new ones from outside.

An Improved Florida Data Base

The need most often mentioned after that of professional personnel development is that of an improved demographic, economic, and natural resource data base for Florida. Everyone from state and local government and most of the businessmen expressed a need for more detailed, more accurate, and more current demographic and economic data and a better analysis of these data.

They claim the state should collect its own data on a recurring basis and should not rely so much on Federal data collection. Federal census data does not keep pace with Florida's rapid growth and change. Also the form in which Federal data is made available does not always provide the particular detail that would be most useful for analysis of Florida's problems.

They recognized that this activity would require a very large budget but they felt the benefits to the state would more than justify it.

Need for Incentives for Service

Numerous complaints were made during interviews about the lack of adequate incentives and rewards for outreach service in Florida's universities. It was claimed that incentives for faculty and administrators are keyed to basic research and scholarly publication, and, to a lesser extent, to good teaching. In this scheme, the reward for service is lowest.

Despite this, service outreach does take place on a large scale, but it is believed that university faculty do so at a risk and cost to their careers.

As a result of this incentive structure, geared to basic research and publication, mission-research is sometimes executed inadequately. One inadequacy results from "turning" a service project into the direction of basic research which generates unusable results for the sponsor, although it sometimes results in a publication for the researcher. Some comments during the interviews about this problem were:

> "Universities need rewards and incentives for faculty engaged in services as well as for those engaged in basic research."
>
> "One tends to end up with very academic results that are not remotely related to the practical problems originally addressed."
>
> "Need a way to evaluate performance of faculty with respect to service as well as publish or perish."
>
> "Sometimes faculty never finish the job."
>
> "Should get faculty, not graduate students, to do work when agencies and the Board of Regents have put up the money for research."
>
> "Agencies should be required to agree to evaluate the performance of faculty as part of the research contract."
>
> "Have been quite pleased by the efforts of individual faculty, but tend to make private, unofficial arrangements with them to avoid the barriers imposed by formal arrangements."
>
> "Have had problems with getting projects done on time. Faculty are not responsive enough to schedules."

Need for Better Communication and Information

The State University System needs to develop better communication channels so the public will know what universities are doing and can do in order that the public can communicate its need to universities. Continuous references were made during the interviews to this problem.

The interviewees expressed support for the following: there should be some identified and publicized coordinators or liaison officers to promote and facilitate university outreach programs and there should be some central, computerized reference file that could be used to quickly identify ongoing research programs and key faculty.

The interviews also revealed the need for better access to university library resources as a backup to the library resources of state agencies, local government, business, and industry.

E. SURVEY OF LIBRARY SERVICES FOR CONTINUING EDUCATION PROGRAMS

The State University System Deans and Directors of Continuing Education and the Directors of Libraries have had a long-standing concern for improving library services for continuing education programs. A year prior to the establishment of the Commission on Educational Outreach and Service, a task force of SUS continuing education directors and librarians began the development of a study of the library service needs of continuing education students and faculty and in fact had already designed survey instruments to be completed by students and faculty engaged in SUS continuing education credit programs. Because of the study's relevance to the objectives of the Commission, it was agreed that it should be conducted under the auspices of the Commission during the fall of 1975.

The objective of the survey was to determine to what extent continuing education students and faculty utilize library resources, where they obtain such resources, and how they rate services being provided by the libraries. The study began with the administration of a questionnaire to 148 continuing education instructors teaching in the fall term 1975 and a companion

questionnaire to 407 students who represented a one-in-ten random sample of all students enrolled in continuing education courses during the term.

As an incidental matter, the questionnaire yielded some interesting data concerning the personal characteristics of the students enrolled in the SUS continuing education courses, which was useful to the Commission in knowing more about the kinds of people currently being served in such outreach programs. The personal characteristics profile of respondents was as follows:

- 61.9% were female
- the mean and median age of respondents was 35
- 82.3% were employed full-time
- purposes for taking the course were:
  - 19.5% for teacher certification
  - 8.9% for other professional certification
  - 51.7% to meet a degree requirement
  - 14.0% for professional improvement
  - 3.0% for personal improvement or enjoyment
- the highest level of education achieved:
  - .7% less than a high school diploma
  - 4.3% high school diploma
  - 50.0% Bachelor's degree
  - 18.2% Master's degree
  - .2% Doctor's degree
  - 26.5% some college level work but no degree
- 60.2% take courses which are offered more than 25 miles from the main campus
- 60.7% were enrolled in an Education course;
  15.2% in a Social Science course;
  and 10.3% in a Business course.
- 57.2% were enrolled in a graduate level course

From the random sample, it could be inferred that the typical continuing education student is a female, thirty-five years old, has completed at least a bachelor's degree, is employed full-time and is enrolled in an Education course for graduate degree credit being offered at least twenty-

five miles from the university's main campus.

The student survey showed that while the vast majority of courses required the use of some library materials, the most often utilized learning material was a purchased textbook, approximately 80% of the respondents indicating that the course in which they were enrolled required one. Students in Education courses tended to be required to utilize library resources more than students in other disciplines. One of the more surprising findings from the student survey was that the most commonly used library facility was the local public library, approximately 45% of the students having made use of such a facility at least once during the term. There was substantial use made, however, of resident center libraries, community college libraries, and the libraries of the main SUS campuses.

Approximately 8% of the students indicated that they had received services from the State University System Extension Library in St. Petersburg. The Extension Library supplies upon request materials on a mail order basis directly to faculty teaching continuing education courses and to enrolled students and also deposits a substantial amount of its materials in community college libraries and SUS university off-campus residence centers. Respondents who indicated that they had obtained library materials from community colleges and residence centers may not have been aware of the original location of the materials in the central Extension Library. It is apparent from student survey responses that they use a variety of library facilities and services in order to meet their needs, including, other than those already mentioned above, private college and university libraries, company libraries, and personal collections.

Faculty and students indicated that they generally perceive that current library services are adequate, although 25.4% of the students responded negatively to the question of adequacy. There was a strong positive correlation, however, between the extent to which students used library resources and the extent to which they rated library services favorably. Also, there was a positive correlation between the extent to which students were required to use library materials and the amount of use made of additional non-required materials. In other words, if students used libraries heavily, they rated services highly and further appeared to use library materials beyond those required in the course. This was a major finding. Beyond the use of books and periodicals, there seemed to be much less use made by students and faculty of other materials and media such as microfilms, video tapes, audio cassettes, and other mediated instructional materials.

Students and faculty seemed to agree that there is no loss in the quality of their courses because of their off-campus location and that any differences in the courses were not attributable to the presence or absence of library services. There was some indication, however, that off-campus students conducting research projects find obstacles in obtaining needed materials primarily because of their remoteness to major main campus research libraries. In general, students perceived distance as the major barrier to gaining access to library materials.

The surveys seemed to indicate that there are no critical problems presently in gaining access to needed library resources, however, the responses suggest that better coordination of services between and among universities, community colleges, and especially the public libraries may

be needed in order to close existing gaps and to improve services. The survey suggests that similar surveys should be conducted for students enrolled in other kinds of off-campus programs, such as those in correspondence courses, external degree programs, television or radio courses, those preparing themselves for CLEP examinations, and those enrolled in other independent study programs. It is quite possible that such students would respond differently to the surveys than those in the credit continuing education programs. Those conducting the study, also, felt that it would be useful to administer the surveys to on-campus students and faculty in order to determine to what extent the use of library services differ from that of off-campus clienteles. The survey finally suggests that if people are once acquainted with libraries, even if it is as a result of a course requirement, that they are stimulated to use them for additional learning purposes and to recognize their personal value. This was perhaps the most important and provocative finding of the study and one which has important implications for a society which has become increasingly dependent upon the mass media for the transmission of knowledge and ideas. Libraries with their treasury of thoughts and ideas represent an essential means by which human beings in a democratic society enhance and reinforce their individual ideas and beliefs.

F. SUMMARY OF THE LITERATURE REVIEW: AN INTRODUCTION TO VOLUME III

The Commission directed its staff to undertake a major review of the relevant existing literature on educational outreach by post-secondary institutions, in order to gain all possible advantages through awareness of the efforts and findings of others engaged in similar tasks. The

review itself is included in this report as a separate volume -- Volume III. The results of this review helped broaden the base of the Commission's awareness and sharpen and focus the efforts of the Commission and its staff in discovering the outreach needs of the people of Florida. The design of the three surveys conducted for the Commission was influenced and improved by the insight afforded by the literature review.

The literature covered in this report is essentially about non-traditional education, non-traditional in the sense that changes in long-standing philosophical thought or methods of institutional operation are being proposed or implemented. The literature generally provides discussions which explain the changing roles and responsibility of institutions, identify the composition and needs of clientele populations, and develop methods of delivering educational services. The documents vary widely in form, intent, and scope, ranging from reports of regional needs assessments to proposals for nationwide changes in the attitudes of educators, employers, and citizens. The documents are consistent, however, in their general aim of improving the nature and quality of education in relation to the needs of the population.

The greatest proportion of outreach literature deals with instruction rather than with research, technical assistance, and service. Most technical and research services have been provided to organizations on a contractual basis and not as part of an outreach responsibility. Only recently have organizations and communities begun to demand non-instructional services from post-secondary education as a part of education's responsibility to the welfare of the state. With the exception of applied research in

agricultural and cooperative extension, not much community-based research has been conducted in post-secondary education. The situation is changing, however, in part due to project funding by Title I of the Higher Education Act of 1965.

Summary of Instructional Outreach Literature

The role of education is being questioned, perhaps now more than ever, and it is changing. Economic adversity dictates serious review of all enterprises, including education. Social and technological changes affect the lives of all citizens by shaping new values and requiring new capabilities. The public seeks a greater return on its investment in education through more efficient operation and more diverse delivery of services.

The reality of these forces is revealed in the evolving language of education. One hears calls for "accountability" and pleas for "relevance." Present educational delivery systems face demands for "non-traditional" education with greater "access" to services and fewer "barriers" for participants. Quality service must not only be available but extended beyond the boundaries of campuses and tradition. "Educational outreach" as a dynamic involvement with the needs for the community and the state is gaining recognition as a major responsibility of educational systems.

The reasons for improving education are complex, and the methods of improvement are diverse. Factors which affect relationships between educational institutions and their public contribute toward changes in the purposes and services of education. Few of these factors are new, but their effect can be significant. Several of the factors identified in the literature may be described briefly.

Federal and state level leadership in government exerts regulatory and budgetary control over many aspects of education. The effect of such control may be the direct (or indirect) setting of new priorities for educational systems. New priorities imposed from above may conflict or complete with existing priorities, resources and programs.

The tight economy limits the extent of financial support available to education. Legislatures with limited tax revenues are reluctant to provide increased funding to post-secondary education. Institutions must develop disciplined management practices. Maintenance of current programs may be difficult; expansion may be especially difficult.

Newly coalesced groups within the population demand recognition and services from institutions in society as the groups become better identified and more assertive. Political and educational systems are influenced to change existing programs. For example, government and education now acknowledge new responsibilities to women and certain ethnic minority groups.

The public demands more relevance from education to the realities of life and work. Schools are often criticized for having too much emphasis on measuring attendance while having too little emphasis on insuring that students attain necessary knowledge and skills. Individuals and employers increasingly seek capability, not certificates.

Educational systems often improve their service to the population through philosophical and operational changes. The literature describes many of these changes as part of the growing non-traditional education movement. Brief descriptions of several changes illustrate how educational systems may respond to the population's education-related needs.

Many institutions are changing their academic policies. to allow students to earn academic credit outside traditional classrooms. It is becoming recognized that important learning can and does take place outside educational institutions - through employment experience, for example. New methods of evaluating and crediting experiential learning are being incorporated into degree programs.

> Educational systems are attempting more often to determine their target populations' needs for education and problems associated with obtaining needed education. The number of regional or statewide studies by educational agencies, systems and institutions has increased rapidly in recent years. Many studies, such as this one by the Commission, lead to changes in the structure and operation of educational systems.
>
> The methods of delivering educational services are changing as more descriptive information becomes available about target population needs and problems. Existing programs are adapted to accommodate cost, time, and transportation constraints of potential students. Existing policies are changed and new student services are developed to facilitate the entry and success of disadvantaged students in educational programs. New types of degree programs and new types of institutions are being created to make possible the education of many capable persons who, for some reason, cannot take advantage of traditional educational opportunities.

"Outreach," as the Commission defines it, goes beyond merely making existing programs available to more persons. It may involve developing new educational services, perhaps new subject matter, and new modes of delivery. Educational systems must identify needs for knowledge and obstacles to the attainment of knowledge. When needed knowledge isn't available for practical usage, it must be created or derived from other knowledge. Outreach also involves the creation of better systems for the delivery and use of that knowledge.

Two key concepts in educational outreach are "access" and "barriers." While educational services may be available, they are not necessarily accessible to those needing the services. Barriers, which restrict access, can be imposed by educational institutions through their fee structure, admission requirements, and even their "red tape." Barriers might also be self-imposed by the client if that client feels uncomfortable in seeking services or believes she or he is ineligible to receive services. Barriers

may include a lack of awareness that services even exist. Access may be denied by governmental policies (segregation was an example) or by the decisions of power groups, as when continuing education opportunities might be prevented in a company town in order to maintain employee dependence on the company.

Access, then, requires more than availability. It requires educational "affirmative action." The institution must do more than identify and correct institutionally imposed barriers. It should also determine what other types of obstacles -- financial, occupational, personal, informational -- confront potential participants and then do what it can to alleviate them.

The clientele for post-secondary education is more diverse than the traditional set of degree- eeking students. As mentioned earlier, the clientele for outreach services may be the staffs of organizations as well as individual participants. Organizations such as businesses, governmental agencies, and even educational institutions constantly need new information, new processes, and new technology. Higher education can serve their needs through conducting research, providing expert technical assistance, and instructing their personnel.

The number of persons receiving post-secondary instruction is large and its composition is changing. Because of the clientele orientation in outreach education, several major characteristics of the participant population should be examined.

National Trends

Several national studies have been conducted recently of post-secondary educational participation by adults who are beyond compulsory school age.

Okes reported on 1969 and 1972 surveys conducted by the U. S. Office of Education's National Center for Educational Statistics (NCES) in conjunction with the Bureau of the Census. Cross, Valley and Associates reported on a 1972 survey by the Educational Testing Service (ETS). Three trends are apparent in the data they report: the large number of adults participating in educational activities is increasing in size; the proportion of adults enrolled in increasing; and part-time participation is increasing.

More adults are seeking post-secondary education from collegiate institutions and non-collegiate educational organizations, corporations, governmental agencies, associations, and community organizations than ever before. It is estimated in the 1972 NCES and ETS surveys that 15.7 to 32.2 million adults (who are not full-time students) participated in activities of organized instruction in the United States. It is further estimated in the 1972 ETS study that an additional 47.8 million adults would be interested in some kind of further learning.[1]

Okes' 1972 report (draft copy) describes the rapid growth of adult educational participation in the United States:

> "Between 1969 and 1972 there was a 20.7 percent increase in the number of adult education participants while only a 6.4 percent increase in the eligible population (non-institutionalized people age 17 and older who are not enrolled full-time in a regular school or college program). In other words, the numbers of participants in adult education increased three times as fast as the eligible population."[2]

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[1]K. Patricia Cross, John R. Valley and Associates, Planning Non-Traditional Programs (San Francisco, Cal.: Jossey-Bass, Inc., Publishers, 1974), pp. 13-15.

[2]Imogene Okes and Loyal Greer, Participation in Adult Education, 1972 (Washington, D.C.: U. S. Office of Education, National Center for Educational Statistics), p. 25.

Data describing this increase in the number of adult participants in non-compulsory education are presented in Table 1 below. It is estimated that in 1972 over one-half the participants attended activities sponsored by educational institutions. The largest increase in participation between 1969 and 1972 occurred in two-year colleges and technical institutes.

Table 1

Adult Population of Full-Time vs. Part-Time Students Participating in Educational Programs: United States, 1969-1972[3]

	1969	1972	Percent Change
Total Adult Population	130,251,000	138,865,000	+6.6
Less Full-Time Students	10,654,000	11,602,000	+8.9
Pop. Eligible for Participation in Adult Education Activities	119,597,000	127,263,000	+6.4
Adult Education Participants (Part-Time)	13,041,000	15,734,000	+20.7
Percent of Eligible Pop. who are Participating	10.9%	12.4%	

Table 2

Participation in Part-Time Post-Secondary Education by Instructional Source: United States, 1969-1972[4]

	1969 No. of Participants	1972 No. of Participants	Percent Change
Public Grade School or High School	1,970,000	2,200,000	+11.6
Private Vocational, Trade, or Business School	1,504,000	1,393,000	-7.4
2-Year College or Technical Institute	1,550,000	2,561,000	+65.2
4-Year College or University	2,831,000	3,367,000	+18.9

[3]Ibid., pp. 24-25.

[4]Ibid., p. 75.

	1969 No. of Participants	1972 No. of Participants	Percent Change
Employer	2,274,000	2,613,000	+14.9
Community Organiztion	1,554,000	1,996,000	+28.4
Labor Unions, Professional Associations		871,000	new
Tutor or Private Instructor		944,000	new
Hospital	40,000	64,000	+60.0
Other	2,512,000	1,481,000	-41.0
Not Reported	54,000	98,000	+81.5
Total (unduplicated count)	13,041,000	15,734,000	+20.7

An important trend supported by the data is that post-secondary education is becoming increasingly dominated by part-time study. In 1969, part-time students (credit and non-credit) comprised 55 percent of the total post-secondary education student body (13,041,000 part-time students vs. 10,654,000 regularly enrolled full-time students). By 1972, this proportion had increased to 57.5 percent part-time students (15,734,000 vs. 11,602,000). In collegiate institutions, which sponsor only a part of all post-secondary instruction, the number of part-time students increased 35.3 percent over the three-year span from 1969 to 1972. During this period there was an increase of only 10.1 percent in full-time enrollments. In 1972, approximately one-half (50.5 percent) of the student body in colleges and universities (credit and non-credit) consisted of part-time students. It was a new high!

This "new majority" of part-time students can potentially have a marked impact upon the role and function of post-secondary education. Part-time students are different in educationally important ways from traditional college-age students. They are older; 78 percent of them are 25 years of age and older.[5] They are employed; three-quarters of them in

[5]Ibid., p. 24.

1972 were employed and approximately 60 percent of them earned at least $10,000 annually.[6] Most have families; 81 percent of them are or have been married.[7]

Most part-time students maintain home and employment responsibilities as they participate in educational activities. In light of this, their decisions to participate in post-secondary education is likely related to their present life situations. Compared with full-time traditional students, part-time students usually have more precise educational goals and more specific expectations of the educational services they seek to receive. Educational institutions which seek to serve the "new majority" will need to design programs with content and method of delivery compatible with the needs and situations of these part-time students.

Trends in Florida

The increased enrollments of adults and part-time students in Florida reflect the national trends of participation. A comparison of full-time and part-time student enrollment in degree credit programs in Florida public higher education institutions appear in Table 3. The data in that table is based on enrollment reports submitted to the U. S. Department of Health, Education, and Welfare for 1972-75.

During the 1972-1975 period, total headcount increased 33.5 percent. The number of full-time students increased 18.7%, whereas the number of part-time students increased 60.7%.

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[6] National Advisory Council on Extension and Continuing Education, Equity of Access: Continuing Education and the Part-Time Student, 9th Annual Report (Washington, D.C.: National Advisory Council on Extension and Continuing Education, 1975), p. 16.

[7] Cross, Valley and Associates, Planning Non-Traditional Programs, p. 16.

Table 3
Fall Enrollments in Florida Higher Education
Students enrolled in credit courses toward degrees.
Sourse: Annual HEGIS Reports to HEW

	Total Enrolled		Full-Time Students		Part-Time Students			
	Headcount	FTE	Headcount	% of Total	Headcount	% of Total	FTE	% of Total
FALL 1972								
Comm/Jr Colleges	121,491	83,787	65,644	(54%)	55,847	(46%)	18,143	(22%)
Univ. Undergrads	76,796	70,676	64,052	(83)	12,744	(17)	6,624	(9)
	198,287	154,463	129,696	(65)	68,591	(35)	24,767	(16)
Univ. Grad. St.	17,292	13,840	9,615	(56)	7,677	(44)	4,225	(31)
	215,579	168,303	139,311	(65)	76,268	(35)	28,992	(17)
FALL 1973								
Comm/ Jr Colleges	134,437	89,810	67,849	(51%)	66,588	(49%)	21,961	(24%)
Univ. Undergrads	85,302	73,813	66,211	(78)	19,091	(22)	7,602	(10)
	219,379	163,623	134,060	(61)	85,679	(39)	29,563	(18)
Univ. Grad. St.	15,046	12,137	10,029	(67)	5,017	(33)	2,108	(17)
	234,785	175,760	144,089	(61)	90,696	(39)	31,671	(18)
%Annual Change	+8.7%	+4.4%	+3.4%		+19.1%		+9.2%	
FALL 1974								
Comm/ Jr Colleges	147,701	96,274	72,650	(49%)	75,051	(51%)	23,624	(25%)
Univ. Undergrads	92,473	76,691	65,078	(70)	27,395	(30)	11,613	(15)
	240,174	172,965	137,728	(57)	102,446	(43)	35,237	(20)
Univ. Grad. St.	16,764	12,213	8,535	(51)	8,299	(49)	3,678	(30)
	256,938	185,178	146,263	(57)	110,745	(43)	38,915	(21)
%Annual Change	+9.6%	+5.4%	+1.5%		+12.2%		+22.9%	
FALL 1975								
Comm/Jr Colleges	169,796	111,366	84,562	(50%)	85,234	(50%)	26,804	(24%)
Univ. Undergrads	100,338	84,050	71,808	(72)	28,530	(28)	12,242	(15)
	270,134	195,416	156,370	(58)	113,764	(42)	39,046	(20)
Univ. Grad. St.	17,619	12,969	8,994	(51)	8,625	(49)	3,975	(31)
	287,753	208,385	165,384	(57)	122,389	(43)	43,021	(20)
%Annual Change	+12.0%	+12.5%	+13.1%		+10.5%		+10.6%	
%Change Since 1972	+33.5%	+23.8%	+18.7%		+60.7%		+48.4%	

The greatest proportion of part-time students is enrolled in community/junior colleges. Since 1974, more than half of the community/junior college student body have been part-time students. Those students also generate one-fourth of the full-time equivalent student enrollment as determined by degree credits earned.

The general trend over all levels of higher education in Florida is that the proportion of part-time students is increasing. Currently, 43 percent of all degree credit students are part-time, generating approximately one-fifth of the state's full-time equivalent student enrollments.

The changing composition of post-secondary educational participants may have profound effects upon educational institutions and systems. The National Advisory Council on Extension and Continuing Education views these trends as a serious movement. In its Ninth Annual Report, the Council stated:

> The change taking place in post-secondary education is about as popular a mass movement as post-secondary education has ever experienced. The people responsible for the change -- the consumers of education -- share little in common with each other except for the fact that they are adult students who are continuing their education on a part-time basis.
>
> Education for full-time students, regularly enrolled in courses or programs for terminal degrees at residential institutions, is clearly not the focus of this popular student movement. The adult, part-time students, whose needs do give thrust to this movement, exist in such large numbers and demand such a variety of educational services, that all of the resources of post-secondary institutions together are insufficient to meet their demands.[8]

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[8]National Advisory Council on Extension and Continuing Education, Equity of Access, p. 13.

Summary of Research and Other Services Literature

The Southern Regional Education Board (SREB) conducted a formal study in fourteen southern states (including Florida) during 1973 and 1974, and issued a final report "The Academic Community: A Backup Force to State Government" in September 1974. This report urged strongly that universities and colleges in the south increase their efforts to provide research and other outreach services to state agencies. (The scope of the SREB study was confined to service to state agencies.) In the words of the final SREB report:

> "The extent to which this potential (for improving the quality of life in southern states) can be realized, however, depends greatly upon the ability of the state governments to recognize and solve the complex social, economic, and political problems that stand in the way of progress."
>
> But, "The solutions to the problems facing state governments are not easy to formulate. Many are confounded in a tangled web of interrelated problems which require solutions drastically different from traditional approaches."
>
> "In most cases, (universities and colleges) comprise the states' largest pool of expertise in many and diverse areas of thought and action."
>
> "On their own initiative, many university professors have made their service available to local committees, civic development groups and government agencies."
>
> But, "Few schools have established organizational structures designed specifically to encourage the institution to negotiate directly with state governments for individual or team consultants. Those which have become actively involved report unexpected gains through enrichment of their staff, and genuine expressions of appreciation from government officials for the services provided."

The in-depth interviews with representatives of Florida's state agencies revealed similar feelings and general agreement with the above statements. Interviews with representatives of local government, regional agencies, business and public service organizations revealed expressions of similar need and potential for university service outreach to these groups.

CHAPTER V

RECOMMENDATIONS FOR IMPROVING ACCESS

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Abstract

The recommendations for improving access are clustered under three subheadings: A. Establishing Committment and Direction, B. Enhancing Institutional Responsiveness, and C. Developing New Structures and Systems.

The first section consists of eight major recommendations aimed at establishing a state level commitment to educational outreach and developing mechanisms which will have the effect of channeling efforts and resources toward outreach goals. These recommendations call for a legislatively mandated public policy supportive of lifelong learning and for the provision of appropriate priority-setting and resource allocation. The Post Secondary Education Commission is suggested as the prime state level body to assume such duties as identifying and eliminating statutory and policy barriers to post-secondary institutions, securing annual outreach reports, evaluating outreach efforts, and studying organizational structures. The Department of Education is charged with collecting and disseminating data deemed important for purposes of planning and evaluating outreach activities.

The second set of recommendations for expanding access to knowledge are concerned with enhancing institutional responsiveness. Here recommendations focus on a cluster of changes deemed essential to meeting the needs of today's society and of the individuals therein. Changes are suggested with regard to admission requirements, scheduling of offerings, and learners' access to resources and financial aid programs. Other recommendations call for greater attention to adult counseling and guidance efforts. Institutions are urged to develop programs for groups with special needs, make resources more available to the community, and to conduct comprehensive needs assessments. A plea is made for institutions to provide outreach units with basic program support, to train a cadre of outreach specialists, and to provide equitable reward and incentive programs for faculty who engage in outreach activities.

The final section of the recommendations chapter begins by suggesting more extensive and wiser use of the resources available from private institutions. Regional outreach centers are proposed to coordinate and evaluate local post-secondary outreach efforts. A comprehensive study of the British open university concept is recommended prior to establishing such a program in Florida. A call is made to expand

the external degree program so that it services a wider array of degrees and increased numbers of students.

The Post Secondary Education (1202) Commission is urged to study the feasibility of providing outreach services via the radio, telephone, and television and to make appropriate action-oriented recommendations to the Legislature. Similarly, the Legislature is urged to devote greater attention to resources for mission oriented research; and the formation of a state advisory council for research is proposed. Two additional recommendations for the research advisory council concern computor based information systems. The chapter concludes with the recommendation of topical and multipurpose public services institutes.

CHAPTER V
RECOMMENDATIONS FOR IMPROVING ACCESS

A. Establishing Commitment and Direction

Lifelong Learning Policy

#1 *It is recommended that the Florida Legislature mandate a public policy which enables the state's adult learners to have the educational resources and services of public and private post-secondary educational institutions accessible to them throughout their lifetime and that such access be made available without regard to race, age, sex, or place of residence.*

The basic philosophical tenet of this Commission has been that all adults must continue to learn throughout their lives if their full potentials as individuals and citizens are to be realized. An individual's successes, satisfactions, and contributions to our society are largely contingent upon an ability to deal effectively with ever-changing personal, environmental, and social circumstances. Learning is the process by which people develop the knowledges, skills, and attitudes requisite to such a capacity to cope with change. Such change is ever-present, so too must be opportunities for learning. Existing policies which guarantee access to twelve years of formal education require expansion so that access to education is assured throughout one's lifetime. The nature and pace of change in today's world has made the need for lifelong learning more salient and urgent with each passing day.

Resources and Priorities

#2 *It is recommended that the Florida Legislature provide the resources and/or the reordering of priorities to enable adult learners and the state's post-secondary institutions to fulfill the above lifelong learning policy.*

Fulfillment of a public policy supportive of life-long learning will of necessity require increased commitment to the instructional outreach, research,

and service. Traditionally, the outreach function of post-secondary institutions has been regarded as a subordinate activity to the on-campus instruction of full-time students. Commensurate with this status distinction, outreach activities have typically received only meager consideration as priorities have been established and as resources have been allocated. In fact, when higher education institutional representatives were asked to specify the main barriers to engaging in outreach activities, "money" was the most frequently noted response.

Other data collected as a part of this study also strongly suggested the need for educational outreach to be considered as a high priority within post-secondary institutions and to be allocated resources accordingly. Of the state's adult population of 5.8 million persons, 42 percent or 2.4 million reported that they wanted to engage in a continuing education activity within the next two years. Of these 2.4 million "would-be-learners," an estimated 43 percent to 57 percent (one million to 1.4 million persons) wishes to pursue some sort of post-secondary credit or degree. Likewise, interviews with business, industry, and governmental leaders also revealed considerable interest in post-secondary institutions providing increased service to public and private community-based agencies. In short, there exists in Florida a very large and diverse group of clients who are in need of the services and resources of post-secondary institutions. By providing greater breadth and depth of outreach services, these needs can be addressed.

Statutory and Policy Barriers

#3 *It is recommended that the Post-Secondary Education (1202) Commission identify those statutes, policies, practices, and traditions which impair access of the people of Florida to post-secondary institutions in the state and take affirmative steps to bring about such changes as may be necessary to assure ready access to those programs, services, and facilities whenever a valid need is determined to exist.*

Since educational outreach typically has not been considered as a high priority for post-secondary educational institutions, the policies, practices, and structures associated with these institutions have been primarily developed to facilitate traditional programs and purposes. Existing procedures and regulations need to be examined in order to determine the extent to which they facilitate or impede educational outreach activities.

Evidence exists which suggests that there are substantial procedural and regulatory barriers to the delivery of educational outreach. For example, of the state's adult population, only one in three, 1.9 million of 5.8 million, feel they have ever received any personal benefit from the state's higher education institutions. Furthermore, when Floridians' plans for further education are compared to national figures, another disturbing statistic is gleened. Nationwide, 77 percent of the adult population recently expressed a desire to engage in post-secondary educational activities, but as revealed by the Commission's study, only 42.4 percent of adult Floridians did so. While this substantially lower proportion for Florida is probably not entirely due to existing statutes and policies associated with the state's post-secondary education programs, it is possible that the figure is, to a considerable extent, a function of such factors.

The existence of statutory and policy barriers to post-secondary education was further suggested by data obtained from organizational leaders throughout the state. These leaders reported they had difficulty in determining how to obtain desired assistance from post-secondary institutions. These leaders charged that there did not seem to be concise and clear procedures for community-based agencies and groups to follow in order to secure outreach services. Similarly, data obtained from surveys of the post-secondary institutions themselves revealed that, aside from "money,"

the most frequently mentioned barriers to the institutions' delivery of outreach services was appropriate internal "administrative procedures," or the lack thereof.

Role and Scope Studies

#4 *It is recommended that the Post-Secondary Education (1202) Commission review role and scope studies and directives for public community colleges and universities to be certain that they take into account and are responsive to the knowledge-based needs of the consumer.*

The intent of the review of role and scope studies and directives is to insure that institutions appropriately plan for the delivery of outreach services. The following two recommendations are offered as corollaries to facilitate evaluation of the quality and quantity of efforts resulting from such plans.

Annual Reporting

#5 *It is recommended that the Post-Secondary Education (1202) Commission request annually that all post-secondary education institutions report their activities with respect to the implementation of Recommendation #1, evaluate the performance and activities of these institutions, and report any recommendations for improvement to the Commissioner of Education.*

Outreach Data Base

#6 *It is recommended that the Commissioner of Education, through the Department of Education Strategic Planning and Management Information System Unit, provide the Post-Secondary Education Commission with the appropriate statistical data base to enable it to make recommendations and evaluate post-secondary educational outreach.*

Presently, there is no centralized reporting system to monitor the array of outreach activities provided by post-secondary institutions. Reporting does occur, but it is uncoordinated in terms of forms, dates, content, and monitoring agency. As such, there is never quite a clear,

comprehensive picture of just what efforts are being made with respect to outreach, much less an evaluation of efforts and outcomes in relation to any set of a priori objectives. The precise experience of the Commission itself was testimony to this assertion. The most difficult data collection enterprise encountered was that of identifying the nature and scope of outreach activities provided by the public and private community colleges, and universities in the state. Without such basic data, little reliable and valid planning can occur and no measure of progress toward statewide objectives for enhancing access to knowledge can be calculated.

Evaluating Outreach

#7 *It is recommended that the Post-Secondary Education (1202) Commission seek the assistance of the Southern Association of Colleges and Schools in the overall evaluation of outreach activities of Florida in keeping with applicable standards of the Association.*

In recent years, the Southern Association of Colleges and Schools (SACS) has devoted greater attention to the concept of educational outreach. Notable in this regard has been the issuance of "Standard Nine" which relates to Continuing Education and Community Services. Enlisting the assistance of SACS will contribute to outreach program evaluation both in an absolute sense (in relation to SACS accreditation standards) and in a relative sense (relative to programs offered by other Southern states). As the trend toward increased voluntary and mandatory adult participation in educative activities continues, the need for each post-secondary educational institution to offer non-credit instructional programs which award C.E.U.'s will likewise, increase. Appropriate policies and procedures will have to be devised which conform with state and regional accreditation standards.

Periodic review by the Southern Association of Colleges and Schools, the 1202 Commission and the State Board of Independent Colleges and Universities, of the quality of on-going and proposed outreach services offered by Florida and out-of-state institutions would greatly assist in maintaining the high standards and integrity to which the users of these services are entitled.

Analysis of Organizational Structures

#8 *It is recommended that the Post-Secondary Education (1202) Commission establish an appropriate committee to study the existing organizational structure of post-secondary education with respect to delivery of educational service and to recommend any appropriate reorganization to bring about a more effective and efficient delivery system.*

As noted earlier in this report, post-secondary education in Florida has expanded greatly in the past fifteen years. This expansion has occurred in both the public and private domain. Now that it appears that the expansion, at least in terms of numbers of institutions, has stabilized, a study of the organizational structures which direct and regulate post-secondary education would seem to be in order. Data collected as a part of the present report suggested that both persons within and those outside of post-secondary education sometimes found the existing organizational structure to be, at best, confusing. Given the implementation of several of the foregoing recommendations, sufficient evaluative feedback and other data should exist to enable such a study to identify a host of more cost-beneficial arrangements for the delivery of services.

B. Enhancing Institutional Responsiveness

Access to the various programs of educational outreach (instructional outreach, research, and service) in the state's public and private post-secondary institutions needs to be expanded. Such expansion should allow all elements of the state -- individuals, groups, agencies -- to benefit maximally from the resources potentially available from post-secondary institutions. The restrictions to increased access to educational outreach are diverse in origin. Some are dispositional in nature and relate to attitudes, beliefs, and values. Other barriers are situational and stem from such realities as limited resources. Still other obstacles to access have their origin in the organizational and legal structures of institutions. In most instances, a given barrier to access will have dimensions traceable back to each of these origins. Given that each access barrier is itself multi-dimensional in nature, so too must be the array of strategies and plans designed for their alleviation and removal.

The predominant clientele for post-secondary education has shifted dramatically in recent years. This change in the complexion of the "student body" has resulted from increased educational opportunities and options and from a growing recognition of the necessity of continuing education. The "new" typical post-secondary student is more likely to be older, employed, self-supporting, a spouse, a parent, and a relatively more responsible community member than his/her earlier counterpart. As such, the former is more likely to be a part-time as opposed to full-time student, and a community resident, as opposed to an "on-campus resident," learner. Finally, the new post-secondary student is more likely to have less discretionary

time which can be devoted to the pursuit of education.

The cluster of recommendations which follow in this section are directed toward one fundamental problem: the existing policies, procedures, and services of post-secondary educational institutions are still too often tied to the nature of a traditional constituency and to a traditional mission, and thus do not provide for equitable recognition and treatment of non-traditional students and their needs. The result of such inequity is that from some would-be-learners access is prohibitive and for others, participation in post-secondary education subjects them to unusually heavy and unnecessary burdens. Universities, colleges, and community colleges need to develop policies, procedures, and services which are equitable for adults and part-time students and which afford them recognition as equal members of the educational community.

Admission Requirements

It is recommended that post-secondary educational institutions employ only those student admission requirements which are demonstrably essential to adequate performance and which do not constitute artificial or arbitrary barriers to the educational pursuits of otherwise capable adult learners.

One of the methods for safeguarding quality, increasing predictability for success, and metering the flow of students who have access to post-secondary education has been the utilization of various entry or admission requirements. These admission requirements have been established for the traditional college clientele--in residence, full-time, youthful learners and are now inappropriate for higher education's new majority--non-resident, part-time, older learners.

The Commission's data collection efforts revealed that many business, governmental, and industrial leaders across the state felt certain admission criteria were unnecessary barriers which excluded their employees from

needed training. Similarly, data from the general population survey suggested that some age-related admission barriers may exist. Nearly 12 percent of the state's would-be-learners or 288,000 adults reported that "age" was their main barrier to actualizing their educational plans. Clearly, not all persons so responding were excluded because of age-related admission barriers, per se, but it is suspected that at least some portion of this rather large group of would-be-learners were denied access because of institutionally imposed restrictions concerning age and admission.

Flexible and Diversified Scheduling

#10 *It is recommended that post-secondary educational institutions develop and implement instructional systems which insure access for adult learners: (a) part-time students must be given equal opportunities for participation in instructional programs; (b) courses and programs must be scheduled so as to allow a greater proportion of students to complete all or nearly all their work at off-campus locations and/or during other than normal working hours.*

Scheduling patterns which are predominated by day classes and which provide only token evening offerings prohibit access to the great majority of the potential clientele for post-secondary education. Obviously, work and other adult responsibilities are the major barriers to participation in day classes. In fact, survey data indicated that nearly 45 percent of the state's would-be-learners (nearly 1.1 million persons) cited such reasons as the main obstacles to their participation in post-secondary education. However, even in those instances when moderate numbers of evening classes are offered, still other adults are excluded from participation by their sheer lack of energy available for class attendance after long hours of other major responsibilities during the day. For this reason, weekend and more extensive summer offerings also need to be provided, particularly for high demand courses and programs.

The long term result of insufficient evening, weekend, summer courses and programs is that many adults fail to actualize their potential for self-development and educational attainment. For other adults, a more immediate impact of the absence of such scheduling means restricted opportunities for promotion or possibly the danger of being terminated from their jobs. This latter problem is particularly true for occupational groups which have adopted compulsory continuing education as a condition for re-certification or re-licensure (i.e. teachers). Finally, the phrase "and programs" needs to be emphasized in the foregoing recommendation. For high demand areas, entire degree programs, or at least substantial parts of them, should be offered on evening and weekend bases.

Recognizing that a substantial component of on-campus study may be an inseparable part of some programs, institutions nevertheless should closely examine their off-campus offerings in light of the extent to which they relate to student demands and needs. The primary guideline should be to maintain equitable quality of offerings while concurrently placing the convenience of the student ahead of the convenience of the instructor and the institution. Data in this report strongly supports greater attention being devoted to off-campus instruction. Nearly 64 percent of the state's would-be-learners, or 1.5 million adults, chose off-campus sites as their first choice location for pursuit of their educational plans. The reason given for this choice was "convenience." Travel time no doubt played an important role in this selection. Of these 1.5 million adults, 41 percent (or 615,000) were not willing to spend more than 20 minutes travelling to an educational activity. In effect, courses will have to be held where would-be-learners reside or work if participation is to be enhanced. Market studies should be conducted throughout the institutional service area to pinpoint courses and

programs desired and the most appropriate location for such offerings. No arbitrary limits should be established regulating the number of hours to be taken off-campus which can be applied toward a degree.

Part-time Learners and Access to Resources

#11 *It is recommended that post-secondary educational institutions make all resources and services, such as physical facilities, counseling and referral, student financial assistance, registration systems and libraries available on an equitable basis to part-time learners.*

Part-time students are unnecessarily inconvenienced by some enrollment/registration procedures. Generally, procedures which require a person's presence to register penalize part-time students. Another discriminatory policy is that of forbiding part-time, non-degree seeking students from pre-registration or only allowing pre-registration for lower level or elective courses. Some institutions unnecessarily discriminate against part-time and non-degree seeking students during the regular registration period as well. Examples of the latter include (a) having registration for one day only; (b) no provisions for registration by mail; (c) requiring part-time and non-degree seeking students to register only during a specific time (i.e., 6:00 p.m. - 8:30 p.m.); and (d) requiring non-degree seeking students to complete all forms required of degree seeking students. All of these aforementioned policies and procedures are detrimental to non-traditional students' participation in post-secondary education. Those who do participate often have to endure frustrations and "second-class citizenship" treatment, while others actually are excluded from participation altogether.

Part-time students' access to existing campus resources must be on par with the access enjoyed by full time students. Non-traditional learners should have full use of libraries, student activities, media centers,

administrative offices (i.e. registration and records), laboratories, resource centers, health centers, child care services, food service, counseling services, and transportation. In some cases, provision of these resources and services for part-time students will necessitate offices being opened and trained staff available in the evenings and on weekends. Typically, this array of services and resources are scheduled to be maximally available for the convenience of traditional, full time students, with little or no regard for the needs of part-time students. As such, non-traditional students either fail to have access to these resources and services or suffer considerable personal inconvenience and expense in order to utilize them. Survey data revealed that adult would-be-learners only could devote an average of 5-6 hours per week to their educational pursuits. Little time evidently exists for "extra" trips to the campus for access to institutionally-based, 9 a.m. - 5 p.m. resources.

Financial Aid

#12 *It is recommended that post-secondary educational institutions make student financial aid available to part-time and non-traditional students on an equitable basis; provide aid programs for credit work and for non-credit educational offerings which meet requirements for the Continuing Education Unit (C.E.U.); provide new, more relevant financial aid systems for students of all ages; and provide for a variety of tuition payment methods, including broadened use of credit cards, commercial bank preferred loans, and installment payments.*

Part-time students are frequently excluded from scholarship and assistantship programs, fee waivers, and loans. Such policies are inconsistent with the "new" post-secondary majority. While these policies now critically restrict access, they will only grow more severe as more and more

adult learners find it desirable or necessary to engage in post-secondary education. Also, most, if not all, aid programs now revolve around a student's pursuit of academic, credit-bearing courses or degrees. As the trend toward greater use of the C.E.U. excels, many adult learners in need of financial aid to pursue non-academic credit activities and programs will be restricted from participation. Aid programs should be geared toward supporting those in need of resources to pursue education. Whether the education sought is for academic credit, for degrees, or for C.E.U's., or whether such pursuits are to be part-time or full time are irrelevant to the basic question of need.

Tuition and fees have increased substantially in recent years. These increases, when coupled with other higher costs of living, have seriously handicapped many students and would-be-students in their ability to pay tuition and fees in lump sums. Since most of these individuals will probably not have access to financial aid programs, the only option available to relieve this financial burden is flexibility of payment. When fee payment is regulated simply by administrative and audit convenience, some persons are excluded from participation in post-secondary education. In other cases, rigid policies of this type place some students in severe financial conditions as they engage in further study.

Credit for Prior Learning

#13 *It is recommended that post-secondary educational institutions explore and develop opportunities to grant academic credit for validated learning acquired through life experiences, field experiences, work experiences, and previously acquired continuing education units.*

Through work, travel, hobbies and other daily living activities, many adults have accumulated a wealth of knowledge, skills, and abilities, some of which are relevant to given fields of study or professional endeavors. Often these acquired attributes are identical to, or highly complimentary with, the educational outcomes sought by specific, formal educational courses and programs. Post-secondary educational institutions should grant appropriate credits and credentials based upon what an individual has learned, irrespective of where, when, or how that learning was achieved. Mechanisms and policies need to be devised which recognize and reward such learning acquisitions.

Although the state has made commendable progress with respect to CLEP and other advanced placement measures, five institutions still fail to grant credit for such activities as supervised work experience. This condition is particularly disturbing in light of the large number of would-be-learners who chose non-traditional methods as the preferred way of pursuing their educational goals (i.e., on-the-job training, projects, self study).

Lack of recognition of prior learning forces some individuals to repeat learning experiences which they have already mastered. This results in inefficient use of time and money on the part of individual, the learning facilitator, and the institution. Adults are likely to view such lack of valuing of their prior learning as a personal discount to them as individuals. As such, failure of educational institutions to value an adult's accomplishments is likely to be viewed a failure to value the individual himself or herself. Finally, more equitable procedures and concepts of awarding credit and credentials will encourage greater educational participation and will assist adult citizens in meeting educational demands for entry

employment and on-the-job advancement.

Guidance and Counseling Services

#14 *It is recommended that post-secondary educational institutions expand their programs of educational information, referral, appraisal, and counseling to all adults in the community.*

Data presented earlier indicated that 38% of the state's adult population or approximately 3.8 million persons expressed a desire to discuss their educational potentials and interests with an adult education counselor. Similarly, leaders from business, industry, and government urged that assistance be provided in assessing employee talents and in guiding them into appropriate developmental activities. However, most would-be-adult learners, whether in communities or in organizations, have few places from which they may secure educational information and guidance services. Without readily available services of this variety, many adults never learn of existing educational opportunities. Without such information, these people may never use the services of post-secondary education. Ironically, and unfortunately, those who are most in need of such services are also most lacking in information about them. Perhaps more importantly, many adults never have a formal occasion to explore systematically their own unique talents, ambitions, and desires. In these instances, adults may set lower expectations for themselves than warranted by their "real" abilities. In sum, for those adults who lack information about educational opportunities and about their own educational potentials and proclivities, access to further learning is severely restricted.

Progress for Special Groups

#15 *It is recommended that post-secondary educational institutions*

develop and provide particular and readily accessible educational programs to meet the unique learning needs and interests of special target populations, agencies, and organizations.

Aside from extending access to post-secondary outreach programs to the state's population in general, universities, colleges, and community colleges should also strive to identify unique client groups and problems which require specially devised and targeted programs and services.

There are, among the general population, various individuals and groups with specific learning needs (e.g., women, blacks, chicanos, latinos, handicapped, elderly, migrants, non-profit community organizations, agencies, military personnel and dependents, and other occupational groups). Traditional, discipline-oriented curricula and programs are not likely to be responsive to the urgent, pragmatic, and multivariate needs of these special groups. Post-secondary educational institutions without special programs for such groups, in effect, indirectly limit access for many persons and fail to address a host of pressing individual and community problems. One model which has proven useful in this regard has been the Title I program of the Higher Education Act of 1965. This federally funded program has provided resources and leadership in directing continuing education/outreach programs toward specifically designated target populations (i.e., women, elderly, etc.). A state level program, similar in nature, should be explored as a partial answer to problems plaguing Florida residents with unique educational needs.

The Commission believes that the state should take a leadership role in encouraging collaborative networks between military base commanders and appropriate state and local institutional representatives.

Business, industry, armed forces, and government also expressed a definite need for programs to continually upgrade personnel through education and training. Distinct needs were expressed for programs in the areas of business administration and public administration. Also, much interest was expressed in non-traditional delivery systems - - external degrees, evening classes, correspondence courses, etc. Where there is documented need for governmental employees to improve their job skills, funds for continuing education activities should be provided by the agency. Business, industry, and government should be encouraged to develop various reward and incentive systems to stimulate employee participation in further education. As noted earlier, post-secondary insitutions should be prepared to offer courses and programs at locations convenient to the clientele employed by these agencies.

Needs Assessments

#16 *It is recommended that the post-secondary educational institutions assume the responsibility for determining the educational outreach needs of the people in areas which they serve.*

Relatively few comprehensive efforts have been made to determine the spectrum of educational outreach needs which exist in the various community college and university service areas. The state's demographic character in terms of mobility, migration, and cultural pluralism makes educational planning, at best, difficult. However, such a character makes the matter of planning even more imperative. For the most part, those assessments which have been made for purposes of planning have only sought to identify the various degree programs deserved by potential students. Needs for non-credit instruction, applied research, and various forms of service (e.g., consulting, technical assistance) have not typically been the focal point of post-secondary institutions' needs. Greater attention should be paid to these aspects of needs assessment in light of the fact that nearly 70% of the state's would-be-learners

(1.7 million persons) expressed educational interests related to areas other than academic credit instruction. Business, industry, and government leaders were often found to be skeptical of post-secondary institutions' ability and/or desire to respond to community needs. They charged that the institutions too frequently dealt with "ivory tower," rather than "real world," problems. To the extent that such perceptions are indeed accurate portrayals of reality, their eventual alleviation would seem to be in part contingent upon greater attention being devoted to comprehensive needs assessment studies for program planning purposes.

Basic Program Support

#17 *It is recommended that post-secondary educational institutions provide general revenue support to assure adequate staffing and operational funding for non-credit outreach programs conducted by public post-secondary institutions.*

Adequate funding of post-secondary institutions in the State of Florida (public and private) is needed to enable these institutions to carry out credit and non-credit educational outreach, basic and applied research, and service activities designed to serve Florida's citizens.

The extent to which better support of non-credit instructional outreach is needed is suggested by a comparison of learners with would-be-learners. Last year (1975) 678,000 persons engaged in non-credit programs offered by the public universities (including cooperative extension programs), colleges, and community colleges. However, as earlier noted, survey data revealed that the "first choice" educational plans of 70% of the state's would-be-learners (1.7 million persons) were involved in the pursuit of a non-academic, non-credit activity.

Funding formulae should take into consideration the location of the institution, the population served, and the resources and

established missions of the respective institution. Adequate funding for educational outreach, research, and service will require increased allocation and the earmarking of funds by the State, the Board of Regents, and by the post-secondary institutions.

Typically the departments within post-secondary institutions which are charged with educational outreach, research, and service have had to be either totally or substantially self-supporting. Such practices are contradictory to the significance of these activities to the problems of communities and to the internal health and renewal of post-secondary institutions. Also, pressures to be self-supporting often tempt priorities and decisions pertaining to these functions to be made on the basis of profit-gain and expediency rather than empirical need. Adoption of this recommendation would insure that a core professional and support staff and an adequate operational budget would be available from year to year to diagnose, develop, and deliver outreach activities. Such program stability would underscore the importance of these activities for other departments and for faculty. Concurrently, such stability would (a) facilitate long range and master planning of outreach activities in lieu of short range, expedient ones, and (b) attract more highly qualified professionals into careers in educational outreach, research, and service.

Community Access to Resources

#18 *It is recommended that post-secondary educational institutions make libraries, other informational resources, and appropriate physical facilities more readily available for use by governmental agencies, business and industry, and the community at large, with due regard to priorities and costs for use.*

Universities, colleges, and community colleges control a number of

resources which can be directed toward service to the community in an enlightened way. In most communities, these institutions house the most comprehensive array of informational resources available. Traditionally these resources have been reserved almost solely for use by the faculty, staff, and the "currently enrolled" student body of the institution. Countless other individuals, groups, and agencies wish to and could profit from access to such resources. By extending their resources in this regard, post-secondary institutions would greatly multiply their service roles. Obviously, such extensions of service should not be offered in such a manner so as to encroach on other vital uses of these resources (e.g. the education of students). Equally apparent is the fact that the post-secondary institutions would encounter additional operational expenses. Systems would have to be evolved which guide (a) the setting of priorities for the various user groups and (b) the extent to which such user groups would be financially responsible for access to the service.

The problems and the complexity of private enterprise and government continue to expand with the proliferation of information, technology, population, and demands for service and accountability. Data in this investigation revealed widespread interest in and need for increased consulting and technical assistance services from the state's post-secondary institutions. Frequently, data suggested that many public and private organizations in Florida were unaware of how to tap post-secondary institutional structures in order to secure needed outreach services. Smaller businesses and industries are particularly in need of such services from universities, colleges, and community colleges.

Outreach Specialists

#19 *It is recommended that post-secondary educational institutions develop special programs and curricula for para-professional and professional training of specialists in providing outreach services.*

As reflected throughout this report, there is extensive need for outreach services from post-secondary institutions. The delivery of services is, among other things, contingent upon persons who are skilled in dealing with non-traditional clienteles and non-traditional concerns of post-secondary institutions (i.e., community development). Obviously, not all faculty will be sufficiently skilled, experienced, or inclined to provide outreach services. Accordingly in-service staff development programs should be sensitive to this need. However, the growing demand for outreach services necessitates that attention also be given to the pre-service training of persons who may choose some aspect of outreach as a career specialization.

Faculty Selection and Utilization

#20 *It is recommended that the post-secondary educational institutions support educational outreach by employing faculty who wish to engage in it. Faculty who do so should be rewarded equally with faculty who engage in other functions.*

Ultimately, delivery of educational outreach to the people of Florida rests with the faculty of its post-secondary institutions. However, faculty frequently are not informed when they are initially recruited and hired that such activities are appropriate and expected tasks. Thus, faculty involvement in these areas is often left to chance or to individual discretion. Faculty members who do engage in educational outreach all too frequently discover that reward systems in most post-secondary institutions do not equitably encourage such activities.

As a result, these outreach functions take on a substantially lower priority in relation to on-campus, credit instruction and in relation to the publication of research and theoretical formulations. While not all faculty may be sensitive to this reality, interviews conducted across the state revealed that major business, industrial, and governmental leaders were quite well informed on how existing reward and incentive systems failed to encourage faculty to engage in outreach activities. These leaders made a strong plea for post-secondary institutions to give more equitable recognition to outreach activities when considering faculty for merit, promotion, and tenure.

C. Developing New Structures and Systems

Utilizing Private Resources

#21 *It is recommended that the Legislature allocate state financial support on a cost recovery basis to private post-secondary educational institutions which render educational outreach under state mandate and coordination, provided, however, that such programs shall be subject to the approval, review, and evaluation processes which are applicable to comparable programs offered by public post-secondary institutions.*

One of the most cost-effective ways of increasing access to post-secondary resources revolves around greater use of the resources available from private colleges, community colleges, and universities. Presently, the state's public institutions relate to their private counterparts in a rather random, unsystematic fashion. Too often, the result is needless duplication and expensive, unhealthy competition for both the public and private institutions. What is needed is a spirit of collaboration which still allows for the existence of diversity and options. The current recommendation is aimed at further development of public-private arrangements which are mutually advantageous for both institutions, cost-effective for the state, and of utility to consumers.

Regional Educational Outreach Centers

#22 *It is recommended that the Legislature authorize the establishment of regional educational outreach centers to coordinate continuing education programs and to work affirmatively and cooperatively with business, industry, government, educational institutions, and various community agencies and groups to plan and implement specific programs.*

At present, there exists a host of public and private institutions which offer post-secondary educational programs in a given community. Many of these programs are recipients of public funds. Examples of

such agencies include public school programs of community and adult education, colleges, libraries, community colleges, vocational-technical centers, universities, preparatory schools, and various governmental agencies. This great diversity of agency bases involved in the delivery of post-secondary education is, at once, the virtue and demise of adult education. The virtue lies in the increased number of options available to consumers and the resulting "healthy" competition which inspires programs to strive to meet participants' needs. The demise lies in the fact that such a diversity of programs often leads to needless duplication of effort and biased programming in favor of vested institutional interests. Potential consumers of post-secondary education face a myriad of advertising barrages with little or no opportunities for systematically cross comparing the various programs' content, fees, or other important characteristics.

It is anticipated that the formation of regional educational outreach centers would jointly serve consumers of outreach services and the institutions themselves which deliver such services. Specific center responsibilities would include: (a) serving as a clearinghouse and/or information bank for continuing education activities and events; (b) providing various types of informational and referral services to potential consumers; (c) maintaining a directory of resource persons available for given types of continuing education programs; (d) conducting needs assessments; (e) establishing regional priorities for programming; (f) encouraging interagency cooperation in planning and delivering educational services; and (g) developing and employing evaluation systems for educational outreach centers. Ancillary to

the above recommendation, it is further suggested that the Post-Secondary Education (1202) Commission be charged with continuing study, analysis, and evaluation of these regional centers and with reporting any recommendations for revision to the State Legislature.

The Open University and External Degree Program

#23 *It is recommended that the Post-Secondary Education (1202) Commission examine the need for an open university and that the Florida Legislature expand the external degree programs at all levels of post-secondary education in order to assure that persons not served by existing programs have reasonable access to state-supported programs of higher education.*

In the past few years there has been considerable discussion of the British "open university" concept and its applicability for post-secondary education in Florida. The concept has even been translated into a legislative bill in the recent past. However, it appears that thus far no particular study has been made to determine the exact unaddressed needs which can only be met or be better met by the open university as opposed to existing outreach structures and programs. Therein lies the task proposed for the 1202 Commission.

The second portion of recommendation #23 calls for the expansion of the external degree program. The external degree program is an alternative to the traditional campus-bound, time based, credit-based degree program. External degree students may earn degrees by a variety of means, uniquely prescribed for each individual. Some optional routes included credit by examination, credit for prior experiential learning, field projects, independent study, research, demonstration projects, etc. External degree programs, being more flexible than traditional programs in terms of means, are effective

in making post-secondary education more accessible and palatable for many adult learners. The State University System External Degree Program is administered by Florida International University and is currently restricted to only offering bachelors degrees. This program has proven to be a viable, high quality educational alternative. Although the program has been authorized by the Board of Regents to operate statewide, it has yet to do so during its early existence because of unusually heavy student demands for entrance and because of limited financial support. Vast numbers of adult Floridians across the state could profit from access to this type of educational alternative which minimizes the rigidities of traditional post-secondary education--time (prescribed years of study); space (residence on or near campus) and systems of academic accounting (credits or honor points earned). The need for an expanded external degree was supported by several of the data collection enterprises of the Commission. Exemplary findings in this regard were that (1) adults are interested in part-time, flexible educational progress, (2) adults prefer to pursue their educational goals at off-campus, convenient locations, (3) adults cite "time" constraints as their major barriers to participation, (4) 45% of the would-be-learners or 1.1 million adults chose non-traditional methods (self-study, on-the-job training, projects) as their preferred arrangement for pursuing their educational goals. Additional support for the expansion of external degree programs was offered by business, industry, and government leaders from across the state. These leaders considered the external degree concept to be a viable alternative for coping with the time and place constraints which were associated with traditional, campus-

bound degree programs.

It is significant to once again note that the present external degree program is only operative at the undergraduate level for the junior and senior year. The program, administered by Florida International University, has operated for three years under a mandatory enrollment cap. At present, despite heavy demand, only a few hundred students are able to be admitted.

Use of Instructional Technology

#24 *It is recommended that the Post-Secondary Education (202) Commission study the use of instructional technology (radio, telephone, television) for the purpose of information transmission and make recommendations to the Legislature for operationally adding such programs.*

A system of higher education institutions seriously intending to extend instructional services to the population must use broadcast radio and television. Such allows for broad population coverage and flexibility of scheduling--even to include early morning hours. In the very near future it will be possible for the home viewer to record video/audio programs off-the-air at a cost factor much less than devices currently on the market. This technological advance plus telephone seminars conducted by faculty might well be considered the last sanctuary for higher education to exercise this outreach service initiative. "In the wings," so to speak, are low cost video disc playback units directed toward home study utilization. Some of the very best courses and best instructors known to man will develop, package, and sell discs to individuals for home learnings at very low cost. Indeed, we are on the threshold of a great revolution in curriculum and learning, directed

toward the total convenience of the learner and his life long desire to learn. This development has the potential to move higher education on all levels and subject areas into tens of thousands of homes--in lieu of the traditional land based institutional setting.

There are presently three state owned television/radio broadcast centers in Florida. These are located at Florida State University, University of Florida, and the University of South Florida. The combined broadcast area of the stations would cover less than 40 per cent of all Florida counties. For Florida higher education to extend broadcast services to the state would require the development and activation of broadcast centers at the University of North Florida, University of West Florida, Florida Tech., Florida Atlantic, and Florida International University.

State Funded Research Program

#25 *It is recommended that the Board of Regents continue to designate resources specifically for mission-oriented research applied to the solution of pressing state problems through the Service Through Application of Research (STAR) Program. Such efforts should be expanded as additional funds become available.*

During the past three years the State University System has earmarked a portion of its budget (approximately 1.3 million dollars annually) specifically for mission-oriented research directed at solving major state problems. These dollars were earmarked largely in response to requests by state agencies. In 1974-75 alone, more than 300 state agency requests for research projects (with a total cost of about nine million dollars) were submitted. Of these requests, only 41 were funded at a total cost of $1,013,981. The earmarked dollars which

remained were allocated to special research centers such as the Solar Energy Laboratory and the Mote Marine Laboratory in Sarasota. In effect, current requests for mission-oriented research outstrip available resources by a ratio of seven to one...nine million dollars requested to 1.3 million dollars earmarked. Furthermore, data in this report have previously been presented which documents the anticipated future demand for mission-oriented research from state and local governmental agencies.

Widespread support was found in this investigation for the general concept of earmarking funds for mission-oriented research on social problems. Such support ranges from business leaders to state and local governmental officials. All felt such funding would yield significant benefits to the people of Florida. As noted in the preceding paragraph, current demand for mission-oriented research dollars available through the State University System's budget are already outstripped 7.1 by demand. It seems unlikely that the relatively meager research budget of the State University System can ever meet current needs and demands, much less future ones. Funding potentials of business, industry and local and state government offer the only long-range answer to the increasingly urgent need for financing of mission-oriented research.

State Research Advisory Council

#26 *It is recommended that the Legislature establish a research advisory council, composed of informed citizens, to identify state research needs and recommend to each session of the Legislature the means for meeting those needs. Post-secondary institutions and other state agencies engaged in research activities should provide to the council information about their research activities and needs.*

Interviews with business, industrial, and governmental leaders revealed several concerns with respect to mission-oriented research. Recommendation #26 proposes the establishment of a state level Research Advisory Council to deal with such concerns as (1) determining those research needs most urgent to the people of the state and to state agencies, (2) providing equitable allocations of resources for various research priorities, (3) developing guidelines which will insure greater lead time for developing proposals, (4) ensuring that inter-disciplinary research problems are in fact approached on an inter-disciplinary basis, (5) evaluating the outcomes of the state's investment in mission-oriented research, and (6) providing guidance to the Legislature in the formulation of effective research policies and in the wise allocation of research dollars.

Inventory of Research and Faculty Expertise

#27 *It is recommended that the Research Advisory Council study and recommend to the Legislature a means for developing a computer-based management information system which would provide to the Council information about recently completed research activity and an ongoing inventory of faculty research interest and expertise.*

The function of this computer-based system would be to (a) put consumers of research in touch with that research which is completed or in progress, (b) put producers of research in touch with other producers, (c) put those in need of persons with specific research interests and expertise in touch with such human resources.

Statistical Data Base

#28 *It is recommended that the Research Advisory Council study and recommend to the Legislature a means for developing a more*

coordinated and integrated system for the collection, analysis, and dissemination of a statistical data base for Florida in order to assist research, planning, and management.

There is need for a better data base upon which to base research, planning, management, etc. This need most often mentioned in the survey of prominent Floridians was for an improved and expanded statistical data base for the state. All of those from state agencies and local government and most businessmen expressed a need for better demographic, economic, and natural resource data. Currently the state's efforts in this area are fragmented. There needs to be more comprehensive coordination and cooperation. Presently too much reliance must be placed upon federally generated data. The rate of growth, migration, and change in Florida is too high to allow us to rely on the ten-year federal census. Many of Florida's agencies and local governments lose significant federal funds because population estimates are out of date and underestimate true figures. Florida needs to systematically collect and compile its own statistical data base. Such a base is essential in order that research and planning programs can be carried out. Some of the existing resources which need to be related are: Bureau of Economics and Business Research at the University of Florida, Department of Administration, Department of Commerce.

Topical Public Service Institutes

#29 *It is recommended that the Legislature authorize the establishment of interagency topical public service institutes for the purpose of research and consultation concerning significant societal problems and authorize such institutes to accept financial support from governmental or non-government sources.*

These public service institutes would be devoted to research, development, and consultation about pervasive and significant societal

problems. Such problems are so complex and vast that generally no unit--governmental, private, or philanthropic--is inclined to claim responsibility for their solution; furthermore, the design of solutions would require a range of disciplinary and professional talent that is not likely to be found in any agency which might claim or has been assigned responsibility. The establishment of a new kind of institute is recommended as a device for coping with such problems. Following legislative authorization, initiative for the establishment and coordination of the institutes would rest with the State University System, but continuing sponsorship, financing, and participation would be shared with state agencies; county, municipal and federal governments; business and industry; trade and labor associations; and philanthropic institutions. Institutes would probably be lodged at universities because personnel, library, laboratory, and computational resources would be close at hand; however, governance and control would be by a board of advisors, representing the several sponsors, responsibly to the System. The institutes would perform a greatly needed service to our society now handicapped and perhaps to be eventually strangled due to the lack of solutions to pervasive problems. Other more precisely defined groups would also benefit through enhancing research, development, and consultative prowess by pooling of meager capabilities, and through access to solutions which would otherwise not be available. Although direct involvement of faculty and universities in the solution of societal problems may threaten both universities and faculty with partisanship and politicalization, safeguards can be devised at the outset to diminish greatly or eliminate that possibility. While the conception offered here of public service institutes is crude and

preliminary, its strength resides in its at least constituting a step toward the resolution of pressing problems that hitherto have been unassigned to, unclaimed by, and are perhaps too large for, institutions which normally might have been expected to be responsible for them.

Multi-purpose Public Service Institutes

#30 *It is recommended that post-secondary educational institutions establish, individually and cooperatively, multi-purpose public service institutes when appropriate to meet the needs for applied research and service.*

Residents and public and private organizations and groups which require solutions to problems frequently do not have access to appropriate applied research and other services. Furthermore, many post-secondary educational institutions presently do not have the mechanisms or financial resources readily available to assist in meeting this demand even though highly skilled human resources exist within the universities and colleges of a region. Mechanisms at the grass roots level need to be developed which facilitate the bringing together of available resources with potential consumers of applied research and other services. Such institutes could be established and administered in conjunction with the regional educational outreach centers suggested in recommendation 22.

CHAPTER VI

ACCESS TO KNOWLEDGE: RETROSPECT AND PROSPECT

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Abstract

Chapter VI presents a brief recapitulation of the nature and scope of the Commission on Educational Outreach and Service and a discussion of a number of concerns which further clarify the Commission's posture with respect to educational outreach and several situations which warrant further study and reflection. In brief, these concerns are as follows: (1) Recommendations to expand outreach should not be construed to mean that traditional community college and university programs and functions should be curtailed or given less emphasis. (2) New technological advances are about to be available which could revolutionize instructional outreach. (3) The stress on cognitive education should not be construed as meaning that moral education is less important. (4) The state's role in setting priorities for educational activities and the subsequent allocation of resources should be reflective of people's stated needs. (5) The trend toward credentialling occurring outside of educational institutions warrants careful study. (6) It is important that non-traditional students be treated in an equitable fashion. (7) Flexibility and open-mindedness should characterize the search for improved educational outreach systems. (8) The proliferation of out-of-state institutions now offering degrees in Florida needs to be examined to determine the reasons for such a development. (9) Both on-campus and off-campus institutional programs must be predicated on the basis of quality, feasibility, and need. (10) Careful study is needed to develop an intergrated system of post-secondary education which capitalizes on the unique contributions that both public and private institutions can make to the delivery of outreach services. (11) Education is central to democracy and must be accorded a prime priority status by the state.

CHAPTER VI

ACCESS TO KNOWLEDGE: RETROSPECT AND PROSPECT

The future is coming. Little can be done about its inevitability. Never before has human civilization been as equipped to deal with the uncertainty of the future as it is now. Developments in logic, methodological tools, and technology have given human beings the capabilities to cope with the future. Yet, paradoxically, never has pessimism about the human prospect for entering the future, with major social, economic, political, and environmental problems solved been so high. What accounts for this extra-ordinary situation in which pessimism about the future seems to increase with advances in capabilities to deal with it? This situation may partially be a result of our too limited vision of what is possible -- of our lack of imagination to conceptualize alternative worlds by which we can assess our present condition and light our way through the darkness of uncertainty. In short, we have to unleash our imagination, not to enter "the future," but to expand our consciousness to embrace a whole range of alternative futures for human choice.

At best, the work of this Commission is an exercise in the human imagination, not an exhaustive summary of everything which exists about educational outreach and service in the State of Florida. Its spirit is a suggestion for the need to imagine alternative educational worlds for Florida, not a denunciation of our present system of a rigid statement of a singular model for the solution of all educational problems. Its product, principally through recommendations, aims to develop several

strategies for the realization of these alternative educational worlds in enlightened public policy, rather than offer a single map from which no departure is necessary. Its intention is to develop a vision which will attract, if not capture, the imagination of legislative, executive, and professional leadership in Florida. The Commission's work, spirit, product, and intention have been based upon two major assumptions: first, that the smooth and purposeful functioning of society depends upon the citizens' ability to have access to knowledge; second, that the current structures and means for communicating knowledge to people are, in many ways, inadequate.

In order to have insight into the citizens' perceptions of how best to operationalize these assumptions, the Commission conducted special surveys. These surveys had several specific purposes: to determine the education needs of adult citizens and of business, industrial, social, and professional organizations; to assess the variety of research needs for the solving of important public and individual problems; to evaluate the consequences of the efforts of public and private colleges and universities to meet these educational and research needs; and to gain insight into how other states have attempted to resolve problems and challenges similar to those confronted by the Commission. Based upon these surveys, recommendations were developed to suggest the kinds of public policies which are appropriate for legislative and executive action. But these recommendations are intended to point the way, not to pre-determine it. This openness on the part of the Commission is due principally to several factors. First, the magnitude of the problems of educational outreach and service, measured by the number of people who may be

potentially affected, precludes a definite study. The second factor is the number and diversity of types of institutions.

Recommendations were made by the Commission that if implemented would respond somewhat to the most urgent and immediate needs. However, the Commission recognized that the problem is of such magnitude, in terms of the people who are potentially involved, that its resolution will occur only through slow evolution during the next decade. Aspects of the problem remain unexplored by the Commission -- e.g., the responsibility of the state with respect to each of the variety of claims for educational service that might be addressed to it -- and will have to be dealt with subsequently.

During its proceedings the Commission arrived at certain understandings that merit recounting here because of their value in aiding one to understand the report, the dimensions of the problem, and the unsuspected ramifications of almost any solution which is offered. Some of these views are presented in the following paragraphs.

First, we stress that citizens must have access to knowledge and be aware that post-secondary educational institutions have been primarily responsible for the discovery, development, and delivery of knowledge. The Commission believes that this creates a situation in which it is realized that post-secondary educational institutions must continuously review their priorities and resources to more equitably provide for educational outreach and research services within existing and new resources and within the hierarchy of responsibilities of each institution involved.

Second, the Commission is acutely conscious of the rapid advancements in the development of educational hardware, which would be used to great advantage in educational outreach and which undoubtedly would render current methods obsolete. Responsibility should be lodged for keeping abreast of these developments, determining how they might be used in, and actually trying them out.

Third, although the examples it used in preceding chapters dealt mainly with empirical knowledge, the Commission recognizes the variety of methods by which knowledge can be acquired and does not suggest that one kind of knowledge should be the exclusive concern of educational outreach. Other things being equal, rational knowledge as manifested in the humanities and classics, is as much entitled to the stage as empirical knowledge as manifested in science and technology.

Fourth, the Commission is concerned about a discrepancy between the state's priorities for rendering postsecondary educational services and the professed needs of citizens for such services. The state places in the lowest category educational services for special students; i.e., those who are part-time, do not seek credit, and/or do not seek degrees. However, many studies show that the special student is in the majority and the survey conducted by the Commission reveals that the vast majority of citizens who desire educational services would wish to become special students.

Fifth, the Commission became concerned about credentialling during its deliberations. It suspects that were the major responsibility for it removed from colleges and universities, then a variety of cost-competitive instructional systems would emerge for preparing persons for credentialling examinations. These competing systems might substantially reduce the

demand for educational services which are now placed on public post-secondary educational institutions. The Commission took no action on this matter believing it should be handled nationally so that all states might proceed in unison toward a solution.

Sixth, the Commission is concerned that the special benefits and considerations for assuring equal educational opportunity, and subsequent social equality, are badly distributed -- the majority go to full-time residential students and hardly any go to nonresidential part-time students. This is unfortunate on several accounts; there are far more special students, the proportion of disadvantaged among them is far greater, and there is a great social and political risk in ignoring this large segment of the population which has a legitimate claim for equal treatment.

Seventh, the Commission focused on identifying needs for educational outreach and emphasizing the importance of satisfying them, but it avoided commenting about which segment of public education should serve which need. The Commission wishes to leave the field open so that new institutions could emerge whose mission would be exclusively educational outreach, research or service and, by virtue of that, who could perform more efficiently than can multipurpose institutions that attempt to offer the service.

Eighth, the Commission noted the large number of educational programs leading to advanced degrees which are conducted in Florida by out-of-state educational institutions. Their presence is grounds for embarrassment and for assessment of whether the state is failing to meet the educational needs of citizens.

Ninth, the Commission is dissatisfied with its failure to be specific about how the private and public educational establishments can cooperate in providing educational outreach, research and service. The problem is extremely complicated, involving issues of institutional autonomy, cost differentials, and the private use of public funds. It is left to a successor group for long-term study.

Tenth, the Commission finally affirms its commitment to our form of government, recognizes that its effective functioning depends on a highly educated citizenry, and hopes on that account that education will be given the attention it deserves as a state function.

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